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Aid to Families with Dependent Children

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Table of Contents

List of Exhibits	v
Introduction	1
1 A Brief History of the AFDC Program	3
2 Trends in the AFDC Caseload since 1962	13
National trends	
AFDC Basic Program	
AFDC Unemployed Parent Program	
State Caseloads in Selected Years	
AFDC Basic Program Caseload	
AFDC Unemployed Parent Program Caseload	
AFDC Cases with No Adult Recipients	
Number of Recipients	
Average Number of Recipients	
Number of Children and Rates of Receipt	
AFDC Cases Receiving Food Stamps	
Peaks in AFDC Cases and Recipients by State	
3 Family and Household Characteristics	45
Number of Recipients per Case	
Trends in Family Size	
Number of Adults	
Number of Children	
Age of Children	
Age of Female Adults	
Race of Parent	
Race of Children	
Citizenship Status of Adults	
4 Federal and State Expenditures for AFDC	61
Rates of Federal Matching	
Total Federal and State Expenditures, 1970-1996	
Expenditures for Benefits and Administrative Costs	

5

Eligibility, Benefits and Disposable

AFDC Need Stan

AverageMonthlyB

Average Monthly

AFDC Maximum

AFDC Payments C

IncomeEligibilityL

Limitations on Ea

Exhibits

Table Number	Table and Figure Titles	Page
Chapter 2	Caseload Trends	
Table 2. 1	Trends in Total AFDC Enrollments, 1962 -- 1996	15
Table 2.2	Caseload Trends in the AFDC-Basic Program, 1962 -- 1996	16
Table 2.3	Caseload Trends in the AFDC Unemployed Parent Program, 1962 -- 1996	17
Figure 2.1	Monthly Numbers of AFDC Families Receiving Assistance	18
Figure 2.2	Monthly Numbers of Persons Receiving Income Assistance and Reciprocity Rate	19
Figure 2.3	Distribution of AFDC Caseload by State in 1996	21
Table 2.4	Total AFDC Caseload by State, Selected Fiscal Years 1965 -- 1996	22
Table 2.5	AFDC Basic Caseload by State, Selected Fiscal Years 1965 -- 1996	24
Table 2.6	AFDC Unemployed Parent Caseload by State, Selected Fiscal Years 1965 -- 1996	26
Table 2.7	AFDC Cases With No Adult Recipients by State, Selected Years 1985 -- 96	29
Table 2.8	Total AFDC Recipients by State, Selected Fiscal Years 1965 -- 1996	30
Table 2.9	AFDC Reciprocity Rates by State, Selected Fiscal Years 1965 -- 1996	32
Table 2.10	Total AFDC Child Recipients by State, Selected Fiscal Years 1965 -- 1996	34
Table 2.11	AFDC Child Reciprocity Rates by State, Selected Fiscal Years 1965 -- 1996	36
Table 2.12	Distribution of Food Stamp Households with Children and with AFDC by State, 1995	38
Table 2.13	Distribution of AFDC Food Stamp Households, Recipients and Benefits by State, 1995	39
Figure 2.4	Peak AFDC Caseload by State, October 1989 -- August 1996	41
Table 2.14	Peak AFDC Caseload by State, October 1989 to August 1996	42
Table 2.15	Peak Number of AFDC Recipients by State, October 1989 to August 1996	43
Chapter 3	Family and Household Characteristics	
Table 3.1	Average Number of AFDC Recipients per Case, 1962 -- 1996	46
Table 3.2	Number of Members per AFDC Family by Proportion of Families, Selected Years, 1967 -- 1996	49
Figure 3.1	Size of AFDC Assistance Units, Selected Years 1967 -- 1996	49
Table 3.3	Number of Adults per AFDC Family by Proportion of All Families, Selected Years, 1967 -- 1996	51

Exhibits

Table Number	Table and Figure Titles	Page
Figure 3.2	Average Number of Children per Family for Families with Related Children Under 18 by Living Arrangement, 1960 -- 1996	52
Table 3.4	Number of Children per AFDC Family by Proportion of All Families, Selected Years, 1967 -- 1996	53
Table 3.5	Trends in Ages of AFDC Child Recipients, 1967 -- 1996	54
Table 3.6	Trends in Age of Youngest Child in the AFDC Family, 1983 -- 1996	55
Table 3.7	Trends in Ages of Adult Female AFDC Recipients, 1985 -- 1996	56
Table 3.8	Distribution of AFDC Families by Race of Parent, 1983 -- 1996	57
Table 3.9	Distribution of AFDC Children by Race, 1983 -- 1996	58
Table 3.10	Citizenship Status of Adult AFDC Recipients, 1983 -- 1996	59
Chapter 4	Federal and State Expenditures	
Table 4.1	Federal Medical Assistance Matching Percentages by State, Selected Fiscal Years 1984 -- 1997	62
Table 4.2	Trends in Federal AFDC Expenditures, 1962 -- 1996	64
Table 4.3	Total, Federal, and State AFDC Expenditures, 1970 -- 1996	65
Table 4.4	Federal and State AFDC Net Benefit Expenditures Under the Single Parent and Unemployed Parent Programs in Current and Constant 1996 Dollars, 1970 -- 1996	67
Table 4.5	Total AFDC Benefit Expenditures by State, Selected Years 1978 -- 1996	69
Table 4.6	Total AFDC Benefit Expenditures by State in Constant Dollars, Selected Years 1978 -- 1996	70
Chapter 5	Benefits and Income	
Table 5.1	AFDC Need Standard for a Three-Person Family by State for Selected Years	72
Figure 5.1	Average Monthly AFDC Benefit by Family and Recipient in Current and Constant Dollars, 1970 -- 1996	73
Table 5.2	Trends in Average Monthly AFDC Benefit Payments, 1962 -- 1996	75
Table 5.3	AFDC -- Basic Program Recipients and Amounts of Payments Fiscal Year 1996	76
Table 5.4	AFDC Unemployed Parent Program Recipients and Amounts of Payments Fiscal Year 1996	77
Table 5.5	AFDC Maximum Benefit for a Three-Person Family by State for Selected Dates	78

Exhibits

Table Number	Table and Figure Titles	Page
Table 5.6	AFDC Maximum Benefit in Constant 1996 Dollars for a Three-Person Family by State for Selected Dates	79
Table 5.7	Maximum AFDC Benefits by Family Size and by State, July 1996	80
Figure 5.2	AFDC Children and Related Children in Poverty, 1960 -- 1996	81
Table 5.8	AFDC Maximum Benefit for a Two-Person Family as a Percentage of Poverty by State for Selected Dates	83
Table 5.9	AFDC Maximum Benefit for a Three-Person Family as a Percentage of Poverty by State for Selected Dates	84
Table 5.10	AFDC Maximum Benefit for a Four-Person Family as a Percentage of Poverty by State for Selected Dates	85
Table 5.11	Gross Income Limit, Need Standard, Maximum Monthly Benefits for a One-Parent Family of Three Persons by State, July 1996	87
Table 5.12	Income Levels at Which AFDC Eligibility Ends for a Family of Three by State and Period of Receipt, July 1996	89
Table 5.13	Annual Maximum AFDC Benefit Levels by State for a Mother and Two Children with No Earnings, Selected Years 1972 -- 1996	91
Table 5.14	States Changing Maximum Monthly AFDC Benefit Levels, Selected Years 1987 -- 1996	92
Table 5.15	Number and Percent of AFDC Families Receiving Food Stamps, Selected Years, 1967 -- 1996	93
Table 5.16	Percentage Change in the Value of AFDC and Food Stamp Benefits for a Mother and Two Children with No Earnings, Selected Years 1972 -- 1996	94
Table 5.17	Annual AFDC and Food Stamp Benefit Levels by State for a Mother and Two Children with No Earnings, Selected Years, 1972 -- 1996	95
Table 5.18	Housing Arrangements of AFDC Families by Type of Shelter, 1984 -- 1996	96
Table 5.19	AFDC Families with Earnings, Selected Years, 1967 -- 1996	97
Table 5.20	Earnings of Adult Female AFDC Recipients, Selected Years 1967 -- 1996	98
Table 5.21	Average Disposable Income at Various Wage Levels for a Mother and Two Children without Child Care Expenses: Selected Years, 1972 -- 1996	100
Table 5.22	Composition of Average Disposable Income at Various Wage Levels for a Mother and Two Children Without Child Care Expenses: 1972, 1980, and 1996	102

Exhibits

Table Number	Table and Figure Titles	Page
Table 5.23	Average Disposable Income Minus Child Care Expenses at Various Wage Levels For a Mother and Two Children: Selected Years, 1972 -- 1996	103
Table 5.24	Percentage of AFDC Families Affected by \$50 Child Support Payment Pass Through, Selected Years, 1985 -- 1996	104
Table 5.25	Net Increase in Disposable income from Various Levels of Child Support Payments for a Mother and Two Children at Various Wage Levels, 1996	105
Table 5.26	Marginal Tax and Benefit Reduction Rates for a Mother and Two Children for Various Wage Levels and Various Levels of Child Support Payments, 1996	106

Chapter 6 Welfare Spell Dynamics

Table 6.1	Cumulative Distribution of AFDC Spell Lengths by Months since Case Opened, Selected Years, 1967 -- 1996	109
Figure 6.1	Proportion of Families by Length of Welfare Receipt	110
Table 6.2	Distribution of AFDC Spell Lengths by Months Since Case Opened, Selected Years, 1967 -- 1996	111
Table 6.3	Distribution of Estimated Time on AFDC Based on Annual Data	112
Table 6.4	Distribution of Estimated Time on AFDC Based on Monthly Data	113
Figure 6.2	Proportion of Families by Length of AFDC Receipt	114
Table 6.5	How Selected Characteristics Affect Expected Total Time on Welfare for a Beginning Cohort of Recipients	116
Table 6.6	Proportion of Recipients with Given Characteristics at Start of First AFDC Spell	117
Table 6.7	Events Associated with AFDC Spell Beginnings	119
Table 6.8	Events Associated with AFDC Spell Endings	120
Table 6.9	Events Associated with Endings of AFDC Spells In Annual and Monthly Data Sources	121
Table 6.10	Cumulative Proportion of Women Leaving AFDC by Duration of Time on AFDC and Type of Exit	122
Table 6.11	Cumulative Proportion of Women Returning to AFDC by Duration of Time Off AFDC and Type of Exit	123

Appendix A The Food Stamp Program

Table 7.1	Trends in Food Stamp Participation, 1970 -- 1996	127
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Exhibits

Table Number	Table and Figure Titles	Page
Figure 7.1	Number of Persons Living in Poverty, Unemployed and Receiving Food Stamps ¹ and AFDC, 1959 - 1996	128
Table 7.2	Trends in Food Stamp Expenditures, 1970 - 1997	129
Figure 7.2	Characteristics of Food Stamp Recipients	130
Table 7.3	Characteristics of Food Stamp Households, Selected Fiscal Years 1980 - 1995	131
Table 7.4	Value of Food Stamps Issued by State, Selected Fiscal Years 1978 - 1996	132
Table 7.5	Number of Food Stamp Recipients by State, Selected Fiscal Years, 1977 - 1996	133
Table 7.6	Food Stamp Recipency Rates by State, Selected Fiscal Years, 1977 -1996	134
Table 7.7	Child Recipients of Food Stamps by State, Selected Fiscal Years 1989 - 1995	135
Table 7.8	Food Stamp Child Recipency Rates by State, Selected Fiscal Years 1989 - 1995	137
Table 7.9	Families Receiving AFDC Assistance By Size, Number of Adults, Age of Mother, and Average Benefit	138
Table 7.10	Persons Receiving AFDC Assistance By Age Food Stamp Program Data	139
Table 7.11	AFDC Households, Recipients and Average Benefits by State	140
Table 7.12	Families Receiving AFDC Assistance By Source of Income	141
Table 7.13	Households Receiving AFDC Assistance By Number of Food Stamp Participants Not in the AFDC Case	142
Table 7.14	Households Receiving AFDC Assistance By Source of Income of Food Stamp Program Participants Not in the AFDC Case	143
Table 7.15	Relationship to the AFDC Family Head of Food Stamp Program Participants In the AFDC Household But Not in the AFDC Case	144
Table 7.16	Food Stamp Program Households With Children and With AFDC by State	145
Table 7.17	Distribution of Food Stamp Households with Children and with AFDC Assistance By Number of Children, Number of Adults, Martial Status and Age of Youngest Child	147
Table 7.18	Distribution of Food Stamp Program Households with Children and with AFDC By Income Source as a Percent of Poverty and Percent of Gross Income Spent on Shelter Expense	148

Introduction

The term “welfare” has long been identified with the Aid to Families with Dependent Children (AFDC) program. While the AFDC program was an important component of the safety net for low-income families with children, there was a near universal consensus that the program contained serious flaws. In August, 1996, Congress passed and President Clinton signed the Personal Responsibility and Work Opportunity Reconciliation Act. This bill replaced the Federal statute that governed the AFDC program with a block grant which states can use to provide cash and services to low-income families with children, largely free of federal requirements on state program rules. The purpose of this report is to provide information on the AFDC program as it existed under prior law.

This volume includes an historical overview of the program and statistical information on program characteristics, thus providing a snapshot of the AFDC program as it existed prior to enactment of PRWORA.

Section 1 briefly traces the historical origins and evolution of the program over the past sixty years. The remaining sections provide detailed national and state data since the mid 1960s.

Section 2 traces the trends in the caseload for the basic AFDC program and the Unemployed Parent component.

Section 3 provides some descriptive statistics regarding the family and household characteristics.

Section 4 examines the level of Federal and State spending on the program.

Section 5 discusses the eligibility thresholds and the AFDC benefit levels.

Section 6 reviews the research on the length of stays on AFDC and the factors associated with entering and leaving the program.

An appendix describes the Food Stamp Program and provides data from the Food Stamp Quality Control system that are relevant to describing the characteristics of the AFDC caseload up to the end of 1996.



2

A Brief History of the AFDC Program

On August 22, 1996 President Clinton signed into law the Personal Responsibility and Work Opportunity Reconciliation Act (PRWORA) of 1996 (Public Law 104-193). PRWORA replaced the Aid to Families with Dependent Children (AFDC) program which had been in existence for 60 years. As a baseline for understanding the impacts of the new law, this report summarizes data on the AFDC program as it existed prior to this new legislation.

Origins of the AFDC Program

In the face of widespread hardship and the exhaustion of public and private resources for the poor during the Depression, Congress passed the 1935 Social Security Act. What we know as Social Security today was only one of several programs that Congress included in the Act. The Act also included funds for the States to help destitute elderly, blind, and children. Many but by no means all of the states already had such programs. These state programs were often the descendants of the “outdoor” relief as contrasted with “indoor” or poor house relief that existed from Colonial times. For example, by 1931, 200,000 children in every state except Georgia and South Carolina lived in homes supported in part by mothers’ pensions. In most instances assistance was restricted to destitute widows. (Katz, p. 133.) The states **almost** always placed the duty to provide relief on local governments with the funding to come from local property taxes.

Federal Assistance to States

The provisions to help States provide support for children were contained in Title IV of the Act, which took up only three pages of text. Participation by any State was voluntary. To participate in the program, a State had to submit a plan for the approval of Federal administrators. The Social Security Act stipulated certain elements of the plan as conditions for the receipt of assistance. The conditions were at **first** very minimal. State and local treasuries were stretched so thin by the Depression that few governors or legislatures hesitated to propose a plan. However, in 1939 eight States — Connecticut, Illinois, Iowa, Kentucky, Mississippi, Nevada, South Dakota, Texas, and the territory of Alaska still had no Aid to Dependent Children program. (Coll, p. 104.)

Instead of appropriating a fixed amount of money for each year to be divided among the States, Congress authorized reimbursement of a certain portion of State expenditures without any ceiling on the total amount. The Act authorized the Secretary of the Treasury to reimburse each State with an approved plan for one-third of its **benefit** payments, up to a maximum Federal payment of \$6 per month for the first child **plus** \$4 for each additional child. The Act appropriated an initial **\$24,750,000** and “a **sum** sufficient to carry out the purposes of this Title” for subsequent years. A variety of ‘changes to the formula were made over the years, but the basic structure of an **open-ended** entitlement continued until the passage of the Temporary Assistance to Needy Families Act (**TANF**) in August, 1996.

Persons Covered

The original title of the program was Aid to Dependent Children (ADC). The stated purpose of Title IV was to provide financial assistance to needy dependent children. The Federal program made no provision for assisting a parent or other relative in the household although it did specify that the child must live with a parent or other close relatives to be eligible for Federal aid. It was not until 1950 that the Federal government began to share in the maintenance costs of a caretaker relative.

Congress later *allowed* States to claim Federal reimbursement for assisting other persons under the AFDC program, for example-

- the child of an unemployed parent and that parent (AFDC-Unemployed Parent), effective in 1961;
- a second parent in a family with an incapacitated or unemployed parent was allowed to be covered effective in 1962, and the name of **the program** was changed to Aid to Families with Dependent Children;
- “any other individual” in the home deemed essential to the child, known as the “essential person” option, effective in 1968; and

These were optional provisions that the States could choose to adopt or not depending on their own political and policy decisions. A State might choose to participate in the Unemployed Parent (AFDC-UP) program for several years and then decide to reverse that decision. For example, in 1978 twenty-eight States participated in the AFDC-UP program and in 1982 that number had dropped to twenty-three States.

Eventually the Federal government made it mandatory that States provide benefits to-

- the second parent in families with an incapacitated or unemployed parent, effective in 1984 (previously, some States did not cover the spouse of an incapacitated or unemployed parent);

- the families of unemployed parents, effective in October, 1990. (States that previously did not offer AFDC-UP were allowed to limit benefits to six months yearly.)

Administration

The Federal government was empowered to make rules for the “proper and efficient **administration**” of the program. Initially, there were very few requirements imposed on the States regarding the administration of the program. The original “rules” took the form of “State Letters” issued by the Social Security Board. These directives and interpretations of the Act were organized and developed into a *Handbook of Public Assistance Administration* in 1945. It was not until 1967 that this system was replaced with a set of formal rules published in the *Code of Federal Regulations*.

The State was required to designate a single agency to be responsible for the administration (or supervision, if locally administered) of the program. The Act required that the State’s program be available in all parts of the State and that the State’s rules be consistently applied. This meant that local governments, which often continued to have a considerable financial stake in the program, could not impose local rules on applicants and recipients. States were permitted to continue to impose their own residency and citizenship requirements. In 1950 Congress required States to provide an opportunity for anyone to apply for aid, to furnish aid with reasonable promptness to all eligible persons, and to provide the opportunity for a “fair hearing” to those denied assistance or not given a response within a reasonable period of time.

Eligibility and Benefits

States were required to establish a standard of need, limitations on **the possession** of personal or real property, rules for the treatment of any earned or unearned income, and a payment standard. In the original (1935) proposed **legislation**, Congress was asked to include a provision requiring States to pay “a reasonable subsistence compatible with decency and health.” Congress refused to accept this proposal, and instead inserted the clause “as far as practicable under the conditions in such State.” (Derthick, p. 44-45.) As a result, the amounts used for diverged over time and eventually became unrelated to each other. In 1967 States were required to update their AFDC cost standards by July 1, 1969, but not to increase their payments.

The standard of need was the maximum amount of available income allowed for a family to be considered “needy.” In the early years the need standard and the payment standard were identical in many states. However, over time more states did not provide a payment equal to their need standard and after 1981 this became the common practice. In recent years the standard of need was almost always considerably higher than the amount actually provided in assistance for any given family size. For example, in July 1994 the average of the States’ needs standards, weighted according to their shares of the total caseload, was \$688 per month. However, the average payment standard was \$420 per month. The standard of need was usually based on some

estimate of the minimum amount necessary for subsistence. The payment standard was based on whatever funds the State legislature appropriated.

‘Age of Eligible Child

All children through the age of 15 were eligible for assistance. Congress gave States the option of aiding children older than 15 as follows: children aged 16 and 17 if regularly attending school, effective in 1940; students aged 18-20 in high school or a course of vocational or technical training, 1964; and students aged 18-20 in college or university, 1965. However, in 1981 Congress ended a child's **eligibility** on his 18th birthday or at State option, if he were still in high school, on his 19th birthday.

Income of Family Members

In 1939 States were required, in determining need, to consider any other income and resources available to the applicant. In 1981 Congress required States to treat a portion of the income of an AFDC child's step-parent (living in the same home) as available to the child. Effective in 1984, Congress required that any parent and brother or sister of a needy child who lived in his home (except for Supplemental Security Income recipients) must be included in the AFDC assistance unit of the child and thus be included in calculating the family's needs, income and resources.

Work Requirements and Incentives

In 1961 as part of the inclusion of unemployed parents in the program, States were required to deny assistance to families if the unemployed parent refused to accept work without “good cause.” In 1962 Congress authorized Federal funds to establish Community Work and Training (CWT) programs for Federally-aided recipients age 18 and over. CWT programs were to pay wages equal to the prevailing rates in the community for the same type of work and to ensure that appropriate standards of health and safety were observed. States were required to disregard work-related expenses and permitted to exclude income that was saved for the future identifiable needs of a dependent child. The denial of assistance for refusal of a job was expanded to include refusing to accept a training assignment.

In 1964 under Title V of the Economic Opportunity Act Congress authorized the creation of Community Work and Training projects in States that had not yet included the unemployed parents category in their AFDC programs. Congress also provided for a more liberalized recognition of work-related expenses and allowed States to supplement the grants of participants up to the State's standard of need.

In 1968 Congress required States to set up a work and training program called Work Incentive (WIN) for “appropriate” AFDC recipients. The program was to be jointly administered by the Department of Health, Education and Welfare (HEW) and the Department of Labor through the State welfare departments and employment service

offices. **All** unemployed fathers had to be referred to the program. In 1971 Congress required that all AFDC parents register for work or training with the WIN program except for mothers with children under age six. The Family Support Act of 1988 replaced WIN with the Job Opportunities and Basic Skills Training program (JOBS) in a new part IV-F of the Social Security Act. It required States, to the extent resources allowed, to engage most mothers with no child below age three in education, work, or training under JOBS.

When setting up WIN to take effect in 1968, Congress offered a financial incentive for AFDC adults to work in the form of a permanent disregard of a portion of earnings. Previously only work expenses were deducted from adult earnings and the remainder was counted against the AFDC payment standard in most States. The new law required States to disregard the first \$30 earned and one-third of the remaining monthly earnings. The result was that working recipients would not lose AFDC eligibility until gross earnings were 150 percent of their basic benefit plus \$30 monthly plus 150 percent of work-related expenses.

In 1981 Congress repealed the permanent work incentive (disregard of one-third of every extra dollar), **confining** it to the first four months of a job. In the later months of a job (and for applicants) States were to disregard only a standard allowance plus actual child care expenses, up to a ceiling. For instance, after 12 months on a job, a standard sum of \$75 monthly (later raised to \$90) was to be disregarded. In 1981 Congress also imposed a Federal gross income limit (150 percent of the need standard, later raised to 185 percent). In 1988 Congress required States not to count as income against the AFDC grant any earned income tax credit (**EITC**) payments received by an AFDC working parent (and to disregard these payments as a resource for two months).

In 1981 Congress gave States authority to design and test their own “welfare-to-work” WIN programs. It authorized funding for work relief (Community Work Experience Programs – CWEP), and subsidization of a job with the AFDC benefit (work supplementation). A job search component was added in 1982. The Family Support Act of 1988, which established JOBS, greatly enlarged funding for welfare-to-work efforts. It also for the first time required all States to offer aid to families of unemployed parents, at least for part of the year.

Funding

In the 1935 Act, Congress set the Federal share of AFDC payments at 33 percent, up to individual payment maximums of \$18 for the **first** child and \$12 for additional children. Thus, for the first child, the maximum Federal share was \$6. Subsequently matching maximums were increased and based on average spending per recipient. In 1956 variable matching rates were established, providing more generous Federal reimbursement for States with lower per capita incomes. But these variable rates applied only to average expenditures, up to a ceiling, above specified amounts per recipient. In 1965, when Medicaid was established, Federal matching for every AFDC

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hunger in the United States. Hunger quickly became an issue in the Presidential election campaign of that year, and after the election President Nixon expanded the program. Another major expansion occurred in 1974 when Congress required all States 'to offer the program.



The program is designed so that food stamp benefits make up the difference between the household's expected contribution to its food costs (estimated at 30 percent of net income) and an amount judged to be sufficient to buy an adequate low-cost diet. This amount is derived from the U.S. Department of Agriculture's Thrifty Food Plan with adjustments for the size of the household and inflation.

All AFDC families were qualified to receive Food Stamp Program benefits unless they lived in a larger household that had other sources of income. More than 85 percent of all AFDC families usually received food stamps. The Food Stamp Program treated the AFDC grant as countable cash income in determining benefits. For every extra dollar of AFDC income, food stamp benefits were reduced by about 30 cents; at the same time, when AFDC payments declined, food stamp benefits were increased by about 30 cents per lost AFDC dollar. Thus, if an AFDC recipient were penalized by one dollar for failing to comply with a program rule, food stamps reduced the net loss to 70 cents. The interaction between AFDC and the Food Stamp Program had important financial implications for States. If a State wanted to increase the income of its AFDC recipients, it had to increase AFDC by \$1.43 to obtain an effective \$1 increase in the recipient's total income ($\$1.00/0.7 = \1.43). Although the law permitted State AFDC programs to count as income some of the value of a family's food stamps, the amount duplicating the food allotment in the State's maximum payment schedule, no State did so.

Child Support Enforcement

In the 1950 amendments to the Social Security Act, effective July 1, 1952, States were required to give prompt notice to appropriate law enforcement officials of the furnishing of aid to an abandoned or deserted child. This was known as the "NOLEO" amendment. The rationale was that by requiring welfare agencies to provide this notice, law enforcement officials (usually District Attorneys) would be obliged to find the deserting parent who would be forced to support the **child(ren)** under the laws of the State regarding the responsibility of parents toward their children. In 1967 Congress required States to establish programs to determine paternity and to locate absent parents and secure support from them. Congress also authorized the first attempt to establish a "parent locator" service whereby States would provide lists of absent parents to HEW who would request the IRS to furnish the addresses of such parents to the States.

In 1975 the Child Support Enforcement program was enacted as a new part IV-D of the Social Security Act. Families and applicants were required to assign their rights to child or spousal support to the State as a condition of AFDC eligibility and to cooperate with the State in establishing the paternity of a child born outside of marriage and in

obtaining support payments. Child support payments made on behalf of an AFDC child were paid to the child support agency rather than directly to the family. If the child support collections were insufficient to disqualify the family from AFDC, the family received its full monthly AFDC. In 1984 the law required States to disregard the first \$50 of the child support payment in calculating the AFDC benefit. The remainder of the child support payment reimbursed the State and Federal Governments in proportion to their assistance to the family. A few States elected to disregard additional amounts of child support to bring the total payment up to the level of the need standard. If the family's income, including the child support payment, was sufficient to make the family ineligible for AFDC, future child support payments to the family were usually made by the non-custodial parent through an intermediary such as the local child support agency or **office** of the court clerk.

Medicaid

In 1950, the definition of "aid" was broadened to include medical or remedial care for ADC recipients. This was the precursor to the Title XIX program enacted in 1965. Under the welfare reforms of 1988 and the creation of the JOBS program, States were required to provide Medicaid to AFDC recipients and to offer 12 months of transitional medical coverage to those who lost AFDC eligibility because of earnings. During the second six months of transitional coverage, States could limit the scope of benefits; they also could impose a monthly premium on families whose income, net of necessary child care expenses, exceeded 100 percent of the Federal income poverty guidelines. The monthly premium could not exceed three percent of the family's gross income. States also were required to provide Medicaid coverage to all members of AFDC-UP families during months when they were not paid cash benefits because of a **state-imposed** time limit. States were permitted to offer Medicaid to "medically needy" families whose income was above AFDC limits but not more than one-third above the maximum AFDC payment for a family of their size. ("**Medically** needy" income limits for aged and disabled persons also were based on 133 1/3 percent of AFDC maximum payment levels for their size of family.)

Earned Income Tax Credit (EITC)

Low-income wage earners, including those who leave welfare with a job, are eligible for a cash supplement from the U.S. Treasury in the form of an earned income credit (EITC). The Earned Income Credit was first introduced into the tax code in 1975. The credit equals a specified percentage of wages up to a maximum dollar amount. For tax year 1997, the maximum credit for a tax filer with one child was \$2,210. For two or more children the maximum credit was \$3,656 (\$305 monthly rate), received for earnings between \$9,140 and \$11,930. At higher levels of earnings credits are phased out. For families with more than one child, credits end at an adjusted gross income of \$29,290. EITC is a refundable credit; persons with income below the taxation threshold receive the credit as a direct payment from the U.S. Treasury. Federal law required that EITC be ignored as income (and for two months as a resource) in

determining AFDC eligibility and benefits. The new welfare law permits States to decide how the EITC will be treated by their own TANF programs. The Food Stamp Program, Medicaid, Supplemental Security Income (SSI), and some housing programs must ignore EITC as income.



Social Security

In AFDC, Social Security benefits were treated as unearned income; thus, AFDC benefits were reduced by \$1 for each \$1 of Social Security benefits. Under 1984 law, Social Security survivor benefits received by one AFDC child were counted as income available to other family members.

Supplemental Security Income (SSI)

Under AFDC law, the SSI recipient (whether a child or an adult) was not regarded as a part of the AFDC unit. Thus, his needs could not be taken into account in determining the AFDC benefit level. Nor could any of his income or resources (including non-SSI income) be counted as available to the AFDC family.

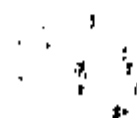
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Trends in the AFDC Caseload since 1962



This section summarizes caseload trends in AFDC for the past thirty years. A large variety of factors **have** influenced the growth of the caseload. Changes in economic conditions, labor markets, family structures, foreign immigration, migrations from rural to urban areas, the civil rights movement, and changes in State and Federal eligibility rules all contributed to the rise and fall of the caseload during this period.

Both the National and the State data are presented. Many of the most important decisions regarding who might be eligible and how much assistance a family would receive were made by the States. The aggregation of National data masks the wide variations among States. These variations among the States reflect the changing National economic and demographic trends during this period, but, perhaps more importantly, also reflect the social and economic histories of the individual States during the past century.

The data are organized in three different ways: by cases, by recipients, and by children. A case is an administrative entity representing a group of persons who receive assistance under a shared determination of eligibility and payment status. Recipients refers to the number of persons who receive assistance within a case, and includes both children and adults.

At times in the following tables and figures we refer to the number of “families.” The reader should understand that the term “family” is not being used here in a sociological sense but as the equivalent of “case.” Usually a “case” refers to a family which maintains a separate household, but there are exceptions. For a variety of reasons, a group of related persons sharing living quarters might include more than one “case,” and thus be counted more than once. Typically this occurs when there is more than one mother with related children in the household—one-third of recipients are in subfamilies. Conversely, family members who do not receive assistance under the AFDC program would not be counted in a “case” even though they may be members of the same household. The rules about who is included in the “assistance unit” or “case” are different in other programs such as the Food Stamp Program.

- There was steady, slow growth in the AFDC caseload in the early 1960s. In 1967 growth began to accelerate and then rose rapidly until 1973. Between 1970 and 1976, the average monthly number of families participating in the AFDC program increased by 87 percent, from 1.9 million to 3.6 million (Table 2.1).
- Since the early 1970s, the reciprocity *rate* has been constant between five and seven percent of the population under age 65. Fluctuations in the rate mirror the changes in National economic conditions with increases during times of recession and unemployment and decreases during times of growth and high employment (Figures 2.1 and 2.2).

- From 1976 to 1979 the caseload held steady, even declining marginally. However there was a 10 percent increase in cases during the economic downturn of 1979-1981.
- In 1982, after the Omnibus Budget Reconciliation Act (OBRA) of 1981 took effect, the number of participating families fell by eight percent. The OBRA legislation included provisions that restricted AFDC eligibility. However, participation increased again in 1983 as the economy suffered its worst recession in the post-World War II era.
- After remaining relatively constant during the remainder of the 1980s, participation increased sharply beginning in 1990, reaching a peak of over 5 million families per month in 1994. However, 1995 and 1996 experienced sharp declines of 170,000 and 316,000 cases respectively, which brought the caseload down to the 1991-1992 levels.
- In 1996 the average monthly number of cases participating in the AFDC program was 4.55 million families. This represents a decrease of nearly ten percent from the monthly average of 5.05 million families in 1994. By the end of August 1996, the number of cases had declined to 4.41 million.


Table 2.1
Trends in Total AFDC Enrollments, 1962 – 1996

Fiscal Year	Average Monthly Number (In thousands)					Children as a Percent of Total Recipients	Average Number of Children per Family
	Total Families ¹	Total Recipients ¹	Unemployed Parent Families	Unemployed Parent Recipients	Total Children		
1962..	924	3,593	48	224	2,778	77.3	3.0
1963..	950	3,834	54	291	2,896	75.5	3.0
1964..	984	4,059	60	343	3,043	75.0	3.1
1965..	1,037	4,323	69	400	3,242	75.0	3.1
1966..	1,074	4,472	62	361	3,369	75.3	3.1
1967..	1,141	4,718	58	340	3,561	75.5	3.1
1968..	1,307	5,348	67	377	4,011	75.0	3.1
1969..	1,538	6,147	66	361	4,591	74.7	3.0
1970..	1,909	7,415	78	420	5,494	74.0	2.9
1971..	2,532	9,556	143	726	6,963	72.9	2.8
1972..	2,918	10,632	134	639	7,698	72.4	2.6
1973..	3,124	11,038	120	557	7,965	72.2	2.6
1974..	3,170	10,845	93	429	7,824	72.1	2.5
1975..	3,357	11,094	100	446	7,952	71.7	2.4
1976..	3,575	11,386	135	593	8,054	70.7	2.3
1977..	3,593	11,130	149	659	7,846	70.5	2.2
1978..	3,539	10,672	128	568	7,492	70.2	2.1
1979..	3,496	10,318	114	506	7,197	69.8	2.1
1980..	3,642	10,597	141	612	7,320	69.1	2.0
1981..	3,871	11,160	209	881	7,615	68.2	2.0
1982..	3,569	10,431	232	976	6,975	66.9	2.0
1983..	3,651	10,659	272	1,144	7,051	66.1	1.9
1984..	3,725	10,866	287	1,222	7,153	65.8	1.9
1985..	3,692	10,813	261	1,131	7,165	66.3	1.9
1986..	3,748	10,997	254	1,102	7,300	66.4	1.9
1987..	3,784	11,065	236	1,035	7,381	66.7	2.0
1988..	3,748	10,920	210	929	7,325	67.1	2.0
1989..	3,771	10,934	193	856	7,370	67.4	2.0
1990..	3,974	11,460	204	899	7,755	67.7	2.0
1991..	4,374	12,592	268	1,148	8,513	67.6	1.9
1992..	4,768	13,625	322	1,348	9,226	67.7	1.9
1993..	4,981	14,143	359	1,489	9,560	67.6	1.9
1994..	5,046	14,226	363	1,510	9,611	67.6	1.9
1995..	4,879	13,659	335	1,384	9,280	67.9	1.9
1996..	4,552	12,644	301	1,241	8,671	68.6	1.9

¹Total families and recipients includes unemployed parent families.

Source: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Planning, Research and Evaluation.

Table 2.2
Caseload Trends in the AFDC-Basic Program, 1962 - 1996 ¹

 Fiscal Year	Average Monthly Number (In thousands)					Children as a Percent of Recipients	Average Number of Children per Basic Family	
	Basic Families ¹	Basic Recipients	Basic	Adults	Basic		Children	
1962.....	875	3,369		768		2,601	77.2	3.0
1963.....	896	3,543		846		2,697	76.1	3.0
1964.....	923	3,716		901		2,815	75.8	3.0
1965.....	968	3,923		950		2,973	75.8	3.1
1966.....	1,012	4,111		987		3,124	76.0	3.1
1967.....	1,082	4,378		1,049		3,329	76.0	3.1
1968.....	1,241	4,971		1214		3,758	75.6	3.0
1969.....	1,472	5,786		1,435		4,352	75.2	3.0
1970.....	1,831	6,995		1,781		5,213	74.5	2.8
1971.....	2,389	8,830		2,319		6,512	73.7	2.7
1972.....	2,784	9,993		2,681		7,312	73.2	2.6
1973.....	3,003	10,481		2,851		7,631	72.8	2.5
1974.....	3,077	10,416		2,853		7,563	72.6	2.5
1975.....	3,258	10,648		2,958		7,663	72.1	2.4
1976.....	3,440	10,793		2,961		7,815	72.5	2.3
1977.....	3,444	10,470		3,004		7,445	71.3	2.2
1978.....	3,411	10,103		2,942		7,153	70.9	2.1
1979.....	3,382	9,812		2,901		6,907	70.4	2.0
1980.....	3,502	9,985		3,009		6,977	69.9	2.0
1981.....	3,662	10,279		3,155		7,124	69.3	1.9
1982.....	3,337	9,455		3,022		6,433	68.0	1.9
1983.....	3,378	9,516		3,100		6,416	67.4	1.9
1984.....	3,438	9,643		3,168		6,475	67.2	1.9
1985.....	3,430	9,682		3,153		6,528	67.4	1.9
1986.....	3,494	9,895		3,218		6,677	67.5	1.9
1987.....	3,548	10,030		3,240		6,790	67.7	1.9
1988.....	3,538	9,991		3,200		6,792	68.0	1.9
1989.....	3,578	10,078		3,204		6,874	68.2	1.9
1990.....	3,771	10,562		3,330		7,232	68.5	1.9
1991.....	4,106	11,444		3,596		7,848	68.6	1.9
1992.....	4,447	12,278		3,837		8,440	68.7	1.9
1993.....	4,622	12,654		3,985		8,669	68.5	1.9
1994.....	4,683	12,716		3,998		8,718	68.6	1.9
1995.....	4,544	12,275		3,812		8,463	68.9	1.9
1996.....	4,250	11,403		3,475		7,928	69.5	1.9

¹ Does not include unemployed parent families.

Source: U.S. Department of Health and Human Services, Administration for Children and Families, **Office** of Planning, Research and Evaluation.

Table 2.3
Caseload Trends in the AFDC Unemployed Parent Program, 1962 – 1996¹

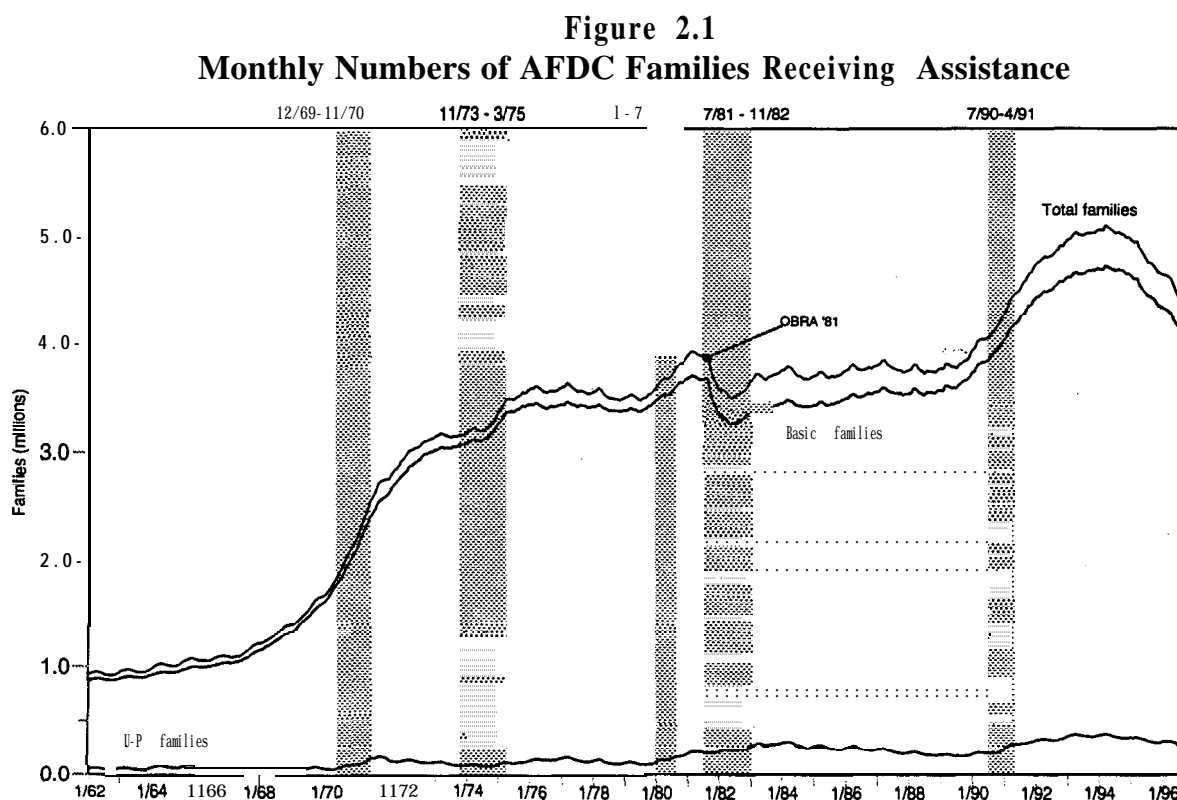
Average Monthly Number (In thousands)							
Fiscal Year	states ¹ providing U-P Benefits at year's end	U-P Families	U-P Recipients	U-P Adults	U-P Children	Children as a Percent of Recipients	Average Number of U-P Children per Family
1962.....	15	48	224	47	176	78.8	3.6
1963.....	14	54	291	92	199	68.3	3.7
1964.....	18	60	343	115	228	66.4	3.8
1965.....	18	69	400	131	269	67.3	3.9
1966.....	21	62	361	116	245	68.0	4.0
1967.....	22	58	340	108	232	68.2	4.0
1968.....	21	67	377	123	254	67.3	3.8
1969.....	25	66	361	121	239	66.3	3.6
1970.....	23	78	420	150	270	64.2	3.4
1971.....	26	143	726	275	451	62.1	3.2
1972.....	24	134	639	253	386	60.4	2.9
1973.....	24	120	557	223	334	60.0	2.8
1974.....	26	93	429	168	261	60.8	2.8
1975.....	25	100	446	181	265	59.5	2.7
1976.....	28	135	593	252	341	57.5	2.5
1977.....	28	149	659	287	373	56.5	2.5
1978.....	28	128	568	245	322	56.8	2.5
1979.....	27	114	506	218	286	56.8	2.5
1980.....	27	141	612	269	343	56.1	2.4
1981.....	23	209	881	390	490	55.7	2.4
1982.....	23	232	976	434	542	55.5	2.3
1983.....	25	272	1,144	509	634	55.5	2.3
1984.....	25	287	1,222	545	678	55.4	2.4
1985.....	26	261	1,131	495	636	56.2	2.4
1986.....	28	254	1,102	478	623	56.6	2.5
1987.....	28	236	1,035	445	590	57.0	2.5
1988.....	29	210	929	395	533	57.5	2.5
1989.....	28	193	856	360	496	57.9	2.6
1990.....	28	204	899	375	523	58.2	2.6
1991.....	52	268	1,148	484	664	58.1	2.5
1992.....	52	322	1,348	562	785	58.5	2.4
1993.....	52	359	1,489	619	869	58.4	2.4
1994.....	52	363	1,510	632	878	58.2	2.4
1995.....	52	335	1,384	567	817	59.0	2.4
1996.....	52	301	1,241	498	743	59.8	2.5

¹Includes territories.

Source: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Planning, Research and Evaluation.

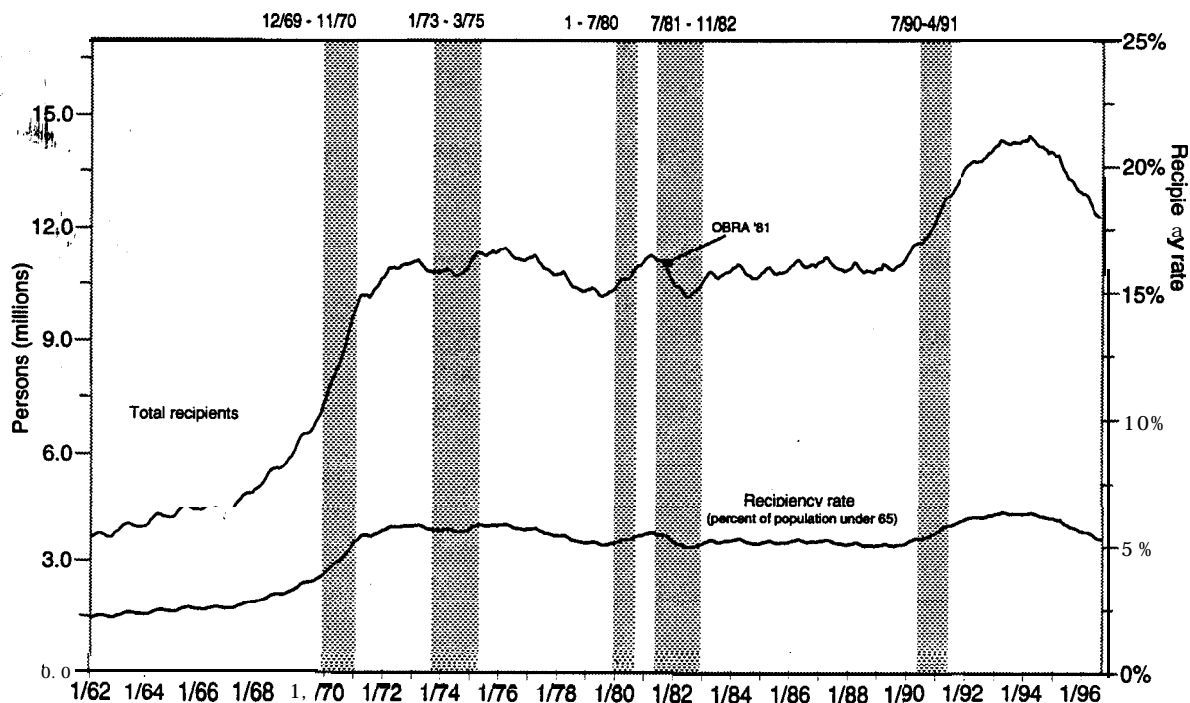
Families Receiving AFDC — Monthly Participation

- In the previous three tables (2.1, 2.2, and 2.3), the numbers reflect average annual caseloads. While it is convenient to consider caseloads in annual terms, in actual practice eligibility and therefore participation are determined on a monthly basis. In Figure 2.1, monthly participation is plotted. The result is that the peak caseloads are **slightly higher than** the annual averages shown in Table 2.1.
- A notable trend shown in Figure 2.2 is the stability in the reciprocity rate (percent of the **population** under 65 years receiving assistance) between 1972 and 1989. Between 1990 and 1994 the rate increased rapidly, followed by a similarly steep decline from 1994 until August 1996 when the new program (PRWORA) was enacted.
- The shaded areas on **the** graph indicate periods of economic downturn. Periods of recession correspond with caseload increases with the exception of the 1981-82 recession, when significant restrictive eligibility changes took effect during the middle of the period (OBRA).



Notes: Shaded areas are periods of recession. Last data point plotted is August 1996.

Figure 2.2
Monthly Numbers of Persons Receiving Income Assistance and Reciprocity Rate



Notes: Reciprocity rate equals number of recipients divided by the resident population under 65 years of age. Shaded areas are periods of recession. Last data point plotted is August 1996.

State AFDC Caseloads

The total caseloads for each State are listed in Table 2.4. They are shown for each of the two major AFDC programs, first for children with absent parents, the “Basic” program (Table 2.5), and then for children with unemployed parents (Table 2.6).


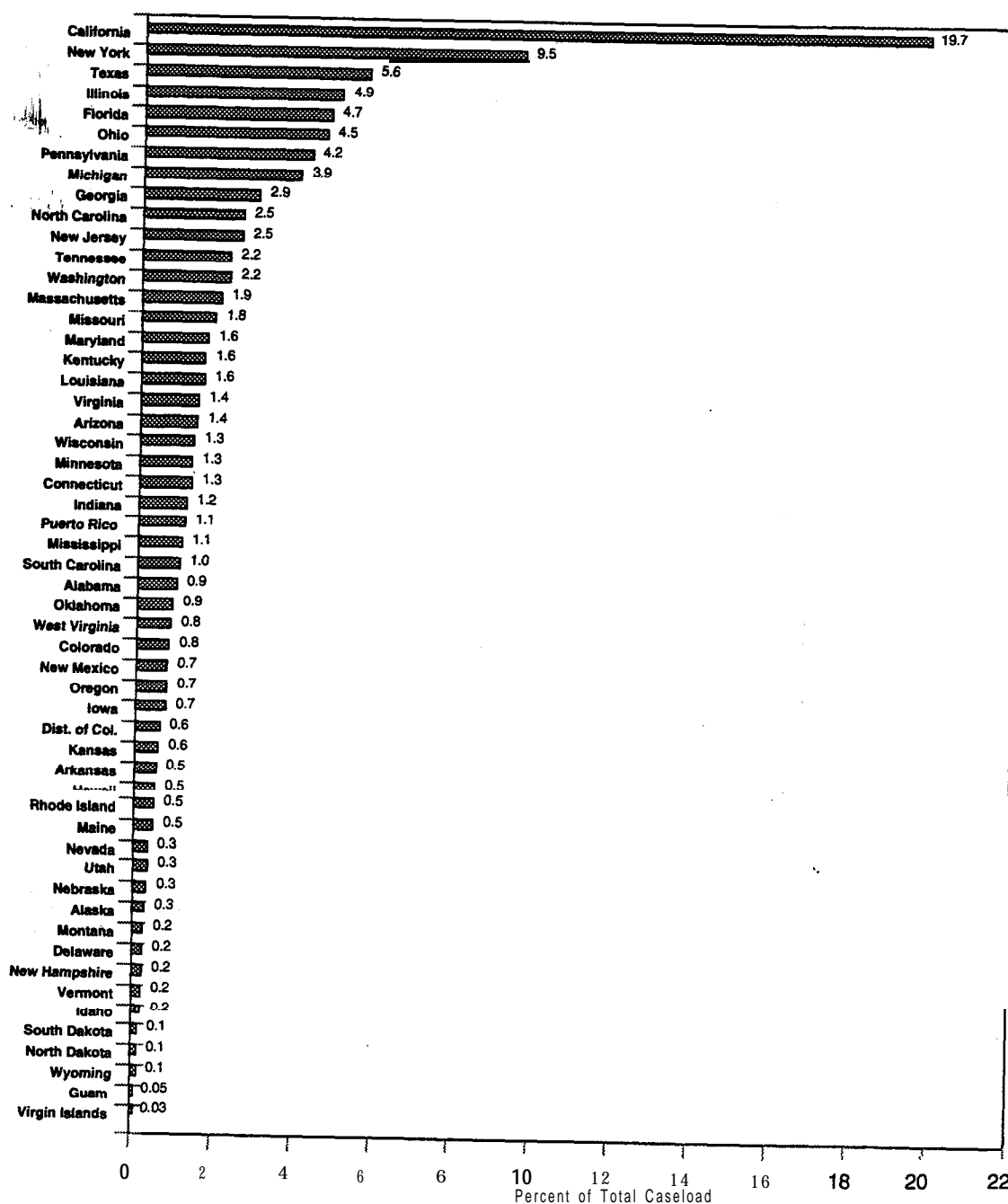
-  Figure 2.3 shows each state’s share of the national caseload in 1996.
- Table 2.6 shows the number of cases covered under the Unemployed Parent category in selected years. It is noteworthy that in 1990, only 10 of the 28 States and territories providing this program accounted for **1,845,000** of the **2,038,000** cases or 91 percent of the total. These States are California, Illinois, Michigan, New York, Ohio, Minnesota, Pennsylvania, Washington, West Virginia and Wisconsin..
- Table 2.7 lists the number and percent of AFDC cases that did not include an adult recipient. This group of cases has been growing rapidly in recent years. The available data do not distinguish the reasons why an adult was not included in the AFDC unit. However, there are several ways in which an AFDC unit could exist without the presence of an adult:
 - the parent received some kind of income (such as Supplemental Security income) which was exempt from consideration in determining the need of the children;
 - the parent was “sanctioned” for noncompliance with JOBS requirements or for a finding of fraud;
 - the parent was an undocumented alien or was ineligible because the resources of a sponsor were “deemed” available, but the child was a citizen and thus eligible for assistance; or
 - the child lived with another relative or caretaker who was not considered needy according to the AFDC eligibility standard.

Figure 2.3
Distribution of AFDC Caseload by State in 1996



Note: Calculated from Table 2.4. Total cases include unemployed parent cases.

Source: U.S. Department of Health and Human Services, unpublished data.

Table 2.4
Total AFDC Caseload by State, Selected Fiscal Years 1965 - 1996
 [In thousands]

	1965	1970	1975	1980	1982	1984	1985	1986	1987	1988
Alabama	19.1	29.9	48.4	62.7	55.5	55.0	52.3	50.1	47.2	45.4
Alaska	1.3	2.4	4.2	6.2	5.4	5.8	6.3	6.8	7.4	7.5
Arizona	9.4	12.3	20.5	18.3	22.2	26.1	25.5	26.0	29.3	32.1
Arkansas	7.2	11.4	30.7	29.5	23.7	22.4	21.9	22.6	22.8	23.4
California	128.8	312.7	432.9	476.1	514.8	547.0	553.0	564.6	584.8	587.3
Colorado	10.8	18.4	30.3	27.7	26.4	30.0	27.7	29.1	31.3	32.9
Connecticut	14.8	22.0	38.4	47.9	44.2	43.6	41.8	40.3	38.7	37.4
Delaware	2.6	5.2	9.8	11.6	10.0	9.4	9.0	8.2	7.8	7.6
Dist. of Col.	4.2	9.8	31.2	30.7	26.1	22.9	22.4	21.3	19.8	18.5
Florida	27.8	52.6	80.3	93.5	95.7	103.2	96.8	97.4	103.7	110.6
Georgia	17.5	52.9	112.2	84.6	85.8	89.3	84.8	83.9	86.3	87.8
Guam	0.1	0.3	0.8	1.4	1.5	1.7	1.6	1.6	1.4	1.3
Hawaii	3.2	6.2	14.3	19.4	18.2	17.1	16.2	15.2	14.1	13.4
Idaho	2.6	4.3	6.2	7.8	6.5	6.7	6.2	6.3	6.5	6.4
Illinois	55.6	86.0	215.3	213.8	227.3	243.6	240.1	241.3	236.6	220.1
Indiana	11.9	18.2	51.5	55.0	53.9	57.9	57.0	55.7	52.9	53.0
Iowa	10.9	17.1	26.5	37.8	33.2	39.7	39.9	40.8	39.7	37.1
Kansas	8.6	14.1	22.2	25.8	22.6	24.0	22.8	23.4	24.8	24.0
Kentucky	20.8	34.0	49.7	62.9	55.6	60.5	59.4	60.2	59.5	58.3
Louisiana	23.8	47.8	65.8	68.6	63.1	71.8	76.2	80.2	86.2	90.8
Maine	5.2	9.9	23.7	21.4	17.6	17.9	19.8	20.1	19.3	18.0
Maryland	18.6	34.2	67.0	77.1	71.4	70.8	72.1	69.5	66.4	63.3
Massachusetts	25.1	57.2	106.2	124.4	104.2	87.8	86.4	87.3	87.7	86.7
Michigan	39.7	64.7	194.3	225.1	231.8	240.3	225.2	220.2	214.4	213.2
Minnesota	13.7	22.5	42.1	49.9	46.7	50.3	51.3	53.8	54.6	54.7
Mississippi	20.8	29.3	53.6	57.7	52.0	52.9	51.9	53.3	58.0	59.7
Missouri	26.2	35.6	82.7	67.7	64.5	68.0	66.5	66.5	67.3	67.8
Montana	1.8	3.7	7.3	6.9	5.8	7.2	7.9	8.8	9.5	9.5
Nebraska	3.9	7.8	11.9	12.6	13.2	14.9	15.3	16.1	16.0	14.7
Nevada	1.2	3.4	4.7	4.3	4.7	4.5	4.7	5.5	5.7	6.2
New Hampshire	1.1	2.3	8.2	8.1	7.3	6.1	5.4	5.0	4.3	4.3
New Jersey	26.4	71.9	128.5	148.1	136.2	129.1	124.5	121.3	115.5	107.1
New Mexico	7.4	13.4	18.6	18.4	18.2	18.4	18.0	18.1	19.7	20.8
New York	120.0	274.2	357.9	362.7	353.9	370.6	373.1	368.4	356.3	340.9
North Carolina	26.7	32.0	56.4	77.4	69.5	67.4	63.5	66.9	67.5	70.6
North Dakota	2.0	2.9	4.5	4.8	4.0	4.2	4.4	4.8	5.1	5.2
Ohio	43.6	68.0	166.6	180.2	197.9	225.9	224.4	227.3	227.1	225.5
Oklahoma	18.6	25.6	29.9	30.1	24.0	27.3	28.0	30.2	33.4	35.5
Oregon	7.8	19.9	33.5	38.5	28.7	27.2	27.8	30.4	30.2	30.7
Pennsylvania	68.5	106.5	182.4	215.0	203.3	191.7	186.3	190.8	186.5	179.3
Puerto Rico	49.9	44.8	47.4	44.0	54.5	54.8	53.5	53.7	54.5	54.9
Rhode Island	5.9	10.0	15.7	18.1	17.3	15.8	15.8	16.0	15.8	15.1
South Carolina	7.4	13.1	40.9	55.5	52.0	46.6	43.5	46.1	45.4	40.9
South Dakota	2.9	4.4	7.8	7.5	5.9	5.8	5.8	6.2	6.6	6.5
Tennessee	19.1	33.8	62.7	60.9	55.8	58.8	57.0	59.1	65.7	67.5
Texas	19.9	49.1	114.8	100.7	93.9	113.9	120.2	136.3	157.3	169.4
Utah	5.2	9.3	11.9	12.1	12.0	13.0	12.9	13.4	14.6	14.9
Vermont	1.4	3.3	6.3	7.6	7.5	8.1	7.8	7.6	7.6	7.1
Virgin Islands	0.3	0.5	1.1	1.0	1.2	1.4	1.3	1.3	1.1	1.0
Virginia	10.8	22.1	55.3	60.8	59.3	59.1	58.4	58.5	56.7	54.7
Washington	17.6	30.8	47.2	54.8	51.5	59.0	64.5	70.7	75.5	75.5
West Virginia	25.2	22.1	19.8	27.1	26.2	32.2	33.6	36.5	37.0	37.4
Wisconsin	11.3	21.8	53.0	78.0	82.7	92.7	95.5	98.6	96.1	89.1
Wyoming	0.9	1.4	2.3	2.7	2.3	3.3	3.8	4.0	4.8	5.1
U.S. Total	1,037	1,909	3,357	3,642	3,569	3,725	3,692	3,748	3,784	3,748

Note: Total cases include unemployed parent cases and until FY 1982 Foster Care cases.

Source: U.S. Department of Health and Human Services, *Quarterly Public Assistance Statistics*, 1992-1993 and unpublished data.

Table 2.4 Continued

	1989	1990	1992	1993	1994	1995	1996	Percent Change		
								1989-93	1993-96	1965-96
Alabama	44.8	45.3	50.6	51.6	50.3	46.0	42.4	15.0	-17.8	121.8
Alaska	7.4	7.7	10.8	12.1	12.8	12.4	12.3	63.6	1.0	859.2
Arizona	36.0	43.1	63.6	70.0	72.0	69.6	63.4	94.2	-9.4	572.5
Arkansas	23.9	24.7	26.8	26.6	26.0	24.3	22.7	22.2	-14.4	215.4
California	604.8	652.1	806.1	859.3	909.0	919.5	896.0	42.1	4.3	595.4
Colorado	33.9	35.4	42.1	42.5	41.6	38.6	35.4	25.7	-16.7	229.2
Connecticut	38.3	43.5	55.5	57.3	59.2	61.0	58.1	49.6	1.4	293.7
Delaware	7.5	8.3	10.7	11.4	11.5	10.8	10.4	52.7	-8.9	292.0
Dist. of Col.	18.1	18.5	22.6	24.8	27.1	26.8	25.7	36.9	3.8	522.7
Florida	118.6	134.8	221.2	254.0	247.1	230.8	212.0	224.2	-16.5	662.6
Georgia	92.7	101.8	136.0	141.3	141.5	139.1	130.4	52.5	-7.7	645.3
Guam	1.2	1.2	1.3	1.5	1.9	2.1	2.1	28.1	42.7	1615.3
Hawaii	13.9	14.3	16.5	18.3	20.4	21.7	22.0	32.2	19.7	589.7
Idaho	6.2	6.1	7.3	7.9	8.7	9.1	9.0	27.4	13.5	251.5
Illinois	206.9	208.5	228.6	231.3	240.3	236.2	224.1	11.8	-3.1	302.8
Indiana	51.6	53.9	69.1	73.0	73.8	65.6	52.9	41.5	-27.6	343.7
Iowa	34.8	34.7	37.1	36.7	39.6	36.5	32.8	5.3	-10.6	201.6
Kansas	25.2	25.8	28.7	30.2	30.1	28.2	25.1	19.7	-16.7	192.1
Kentucky	58.7	66.4	83.1	82.8	79.8	75.4	71.8	41.0	-13.3	245.9
Louisiana	92.2	93.9	92.2	90.0	86.9	79.8	70.6	-2.4	-21.6	196.7
Maine	17.9	19.9	23.9	23.9	22.9	21.7	20.5	32.9	-14.2	290.3
Maryland	63.2	66.9	79.8	80.2	80.1	80.4	74.1	26.8	-7.6	298.7
Massachusetts	88.2	94.8	111.4	114.4	111.8	100.9	88.4	29.8	-22.8	251.5
Michigan	211.9	218.1	225.6	229.6	224.0	201.7	178.0	8.3	-22.5	348.2
Minnesota	54.6	56.8	63.7	64.1	63.0	61.3	58.3	27.4	-9.2	323.9
Mississippi	59.9	60.0	60.8	60.1	56.8	52.5	48.0	0.4	-20.2	130.9
Missouri	68.1	70.9	85.2	89.9	92.1	89.3	82.7	32.1	-8.0	216.0
Montana	9.3	9.7	10.9	11.7	11.9	11.5	10.8	25.8	-7.7	502.1
Nebraska	14.2	14.6	16.6	16.7	15.9	14.8	14.2	17.8	-15.4	261.4
Nevada	7.3	8.1	11.9	13.0	14.2	15.7	14.8	78.3	14.0	2098.2
New Hampshire	4.9	6.3	10.5	11.0	11.5	10.8	9.5	124.9	-13.5	780.5
New Jersey	102.5	107.0	125.8	125.9	122.4	118.9	112.0	22.8	-11.1	323.8
New Mexico	20.4	19.2	28.8	31.3	33.6	34.4	33.9	53.5	8.2	359.2
New York	337.3	344.6	397.2	432.8	455.0	456.9	431.7	28.3	-0.2	259.7
North Carolina	77.1	86.5	121.4	130.7	131.2	125.5	113.1	69.6	-13.5	323.4
North Dakota	5.5	5.6	6.4	6.5	5.9	5.2	4.9	18.3	-24.7	149.7
Ohio	222.2	225.9	264.3	257.9	250.2	228.2	206.7	16.1	-19.8	374.0
Oklahoma	35.9	38.8	46.8	48.5	47.0	44.8	38.8	34.9	-20.0	208.5
Oregon	32.1	32.7	41.5	42.6	42.1	39.3	33.4	32.8	-21.5	328.2
Pennsylvania	174.6	177.7	200.7	205.4	210.2	204.8	190.3	27.7	-7.4	177.7
Puerto Rico	57.8	59.3	61.4	60.7	58.8	54.8	50.9	5.0	-16.2	2.0
Rhode Island	15.1	16.7	21.3	22.2	22.7	22.2	21.2	47.4	-4.3	258.4
South Carolina	37.5	38.9	49.7	53.3	51.9	49.0	45.8	42.3	-14.2	518.4
South Dakota	6.6	6.7	7.2	7.2	6.9	6.3	6.0	8.6	-16.8	104.7
Tennessee	70.6	76.5	95.2	107.9	110.8	104.0	99.1	52.8	-8.1	427.8
Texas	181.6	208.9	265.8	278.7	283.7	273.0	255.0	53.4	-8.5	1184.4
Utah	15.0	15.5	17.9	18.4	17.8	16.6	14.8	23.2	-19.9	181.5
Vermont	7.0	7.7	10.0	10.0	9.9	9.6	9.1	42.7	-9.5	536.8
Virgin Islands	0.9	0.9	1.1	1.1	1.1	1.3	1.4	15.1	29.2	351.9
Virginia	53.9	56.2	70.7	73.7	74.8	72.1	64.9	36.6	-11.8	503.5
Washington	78.0	81.3	96.4	101.3	103.0	101.9	98.9	29.8	-2.3	461.6
West Virginia	36.1	36.9	40.5	41.4	40.7	38.4	36.6	24.7	-11.6	45.4
Wisconsin	82.0	79.4	81.7	80.0	77.2	72.4	60.1	-2.4	-24.9	432.3
Wyoming	5.1	5.3	6.6	6.5	5.7	5.2	4.7	27.1	-27.3	419.9
U.S. Total	3,771	3,974	4,768	4,981	5,046	4,879	4,552	32.1	-8.6	338.8

Note: Total cases include unemployed parent cases and until FY 1982 Foster Care cases.

Source: U.S. Department of Health and Human Services, *Quarterly Public Assistance Statistics, 1992-1993* and unpublished data.

Table 2.5
AFDC- Basic Program Caseload by State, Selected Fiscal Years 1965 - 1996
 [In thousands]

	1965	1970	1975	1980	1982	1984	1985	1986	1987	1988
Alabama	19.1	29.9	48.4	62.7	55.5	55.0	52.3	50.1	47.2	45.4
Alaska	1.3	2.4	4.2	6.2	5.4	5.8	6.3	6.8	7.4	7.5
Arizona	9.4	12.3	20.5	18.3	22.2	26.1	25.5	26.0	29.3	32.1
Arkansas	7.2	11.4	30.7	29.5	23.7	22.4	21.9	22.6	22.8	23.4
California	115.4	279.8	400.2	434.0	437.2	465.3	474.6	490.0	510.6	516.2
Colorado	10.8	17.5	28.7	26.6	24.7	27.4	26.9	29.1	31.3	32.9
Connecticut	12.8	22.0	38.4	47.2	43.0	42.2	40.7	39.5	38.0	37.0
Delaware	2.3	5.1	9.7	11.3	9.6	9.2	8.9	8.1	7.8	7.5
Dist. of Col.	4.2	9.8	30.9	30.4	25.8	22.7	22.2	21.1	19.7	18.4
Florida	27.8	52.6	80.3	93.5	95.7	103.2	96.8	97.4	103.7	110.6
Georgia	17.5	52.9	112.2	84.6	85.8	89.3	84.8	83.9	86.3	87.8
Guam	0.1	0.3	0.8	1.3	1.3	1.3	1.3	1.4	1.3	1.2
Hawaii	2.9	6.0	13.9	18.6	17.0	15.8	15.0	14.2	13.3	12.7
Idaho	2.6	4.3	6.2	7.8	6.5	6.7	6.2	6.3	6.5	6.4
Illinois	49.4	82.2	202.6	207.0	213.1	225.2	224.3	225.8	222.1	208.5
Indiana	11.9	18.2	51.5	55.0	53.9	57.9	57.0	55.7	52.9	53.0
Iowa	10.9	17.1	26.2	36.0	32.8	35.1	35.0	35.3	35.0	33.9
Kansas	8.2	13.8	22.0	25.2	20.9	21.5	20.9	21.4	22.6	22.2
Kentucky	20.8	34.0	49.7	62.9	55.6	60.5	59.4	60.2	59.5	58.3
Louisiana	23.8	47.8	65.8	68.6	63.1	71.8	76.2	80.2	86.2	90.8
Maine	5.2	9.8	23.7	21.4	17.6	17.9	19.0	18.8	18.1	17.1
Maryland	18.1	34.0	66.1	75.9	69.5	69.0	70.7	68.3	65.4	62.6
Massachusetts	24.5	55.7	103.0	119.5	100.2	85.2	84.6	85.8	86.4	85.6
Michigan	36.0	62.7	183.3	203.4	191.1	196.1	190.2	188.9	186.4	186.9
Minnesota	13.7	22.5	41.2	47.8	41.5	42.9	44.2	46.1	47.1	47.7
Mississippi	20.8	29.3	53.6	57.7	52.0	52.9	51.9	53.3	58.0	59.7
Missouri	26.2	35.5	82.7	66.4	64.5	64.9	62.8	62.3	62.9	63.7
Montana	1.8	3.7	7.3	6.6	5.7	7.2	7.7	8.1	8.4	8.5
Nebraska	3.9	7.7	11.9	12.4	12.5	13.5	13.9	14.6	14.4	13.5
Nevada	1.2	3.4	4.7	4.3	4.7	4.5	4.7	5.5	5.7	6.2
New Hampshire	1.1	2.3	8.2	8.1	7.3	6.1	5.4	5.0	4.3	4.3
New Jersey	26.4	64.8	128.5	143.1	130.1	123.2	119.8	117.3	112.6	104.9
New Mexico	7.4	13.4	18.6	18.4	18.2	18.4	18.0	18.1	19.7	20.8
New York	104.9	261.5	353.6	353.2	340.3	353.1	356.9	353.3	344.4	331.8
North Carolina	26.7	32.0	56.4	77.4	69.5	67.4	63.5	66.9	67.5	70.5
North Dakota	2.0	2.9	4.5	4.8	4.0	4.2	4.4	4.8	5.1	5.2
Ohio	39.9	65.9	151.9	164.3	169.4	184.2	187.6	192.3	195.1	198.0
Oklahoma	18.6	25.4	29.8	30.1	24.0	27.3	28.0	30.2	33.4	35.5
Oregon	7.0	16.0	29.5	38.5	28.7	27.2	27.8	29.3	28.7	28.9
Pennsylvania	61.2	104.0	179.3	205.9	189.3	174.6	172.0	177.5	175.7	170.7
Puerto Rico	49.9	44.8	47.4	44.0	54.5	54.8	53.5	53.7	54.5	54.9
Rhode Island	5.4	9.7	15.2	17.8	16.9	15.4	15.6	15.9	15.6	15.0
South Carolina	7.4	13.1	40.9	55.5	52.0	46.6	43.5	45.8	44.9	40.5
South Dakota	2.9	4.4	7.8	7.5	5.9	5.8	5.8	6.2	6.6	6.5
Tennessee	19.1	33.8	62.7	60.9	55.8	58.8	57.0	59.1	65.7	67.5
Texas	19.9	49.1	114.8	100.7	93.9	113.9	120.2	136.3	157.3	169.4
Utah	4.2	8.1	11.0	10.6	12.0	13.0	12.9	13.4	14.6	14.9
Vermont	1.4	3.2	5.4	7.1	6.9	7.2	7.1	7.0	7.0	6.7
Virgin Islands	0.3	0.5	1.1	1.0	1.2	1.4	1.3	1.3	1.1	1.0
Virginia	10.8	22.1	55.3	60.8	59.3	59.1	58.4	58.5	56.7	54.7
Washington	15.0	28.7	43.0	49.6	51.5	55.4	58.8	63.6	67.8	68.5
West Virginia	14.9	18.2	18.9	24.3	21.3	23.3	23.7	25.7	26.6	28.0
Wisconsin	11.3	21.7	51.0	73.7	70.9	75.2	79.0	81.9	81.3	77.1
Wyoming	0.9	1.4	2.3	2.7	2.3	3.3	3.8	4.0	4.8	5.1
U.S. Total	968	1,831	3,258	3,502	3,337	3,438	3,430	3,494	3,548	3,538

Note: Until FY 1982 the total number of Basic Cases included AFDC-Foster Care cases (in the last quarter of FY 1981 there were a little over 80,000 Foster Care cases).

Source: U.S. Department of Health and Human Services, *Quarterly Public Assistance Statistics*, 1992-1993 and unpublished data.

Table 2.5 Continued

	1989	1990	1992	1993	1994	1995	1996	Percent Change		
								1989-93	1993-96	1965-96
Alabama	44.8	45.3	50.4	51.1	50.1	45.9	42.3	J3.9	-17.1	121.4
Alaska	7.4	7.7	9.2	10.1	10.7	10.5	10.4	36.2	3.4	717.5
Arizona	36.0	43.1	62.2	68.7	70.7	68.4	62.2	90.5	-9.5	559.2
<i>Arkansas</i>	23.9	24.7	26.4	26.2	25.7	24.0	22.5	9.4	-14.0	212.1
California	534.7	572.8	684.8	717.7	749.4	755.2	734.2	34.2	2.3	536.4
Colorado	33.9	35.4	40.9	41.2	40.6	37.8	35.0	21.8	-15.1	225.0
Connecticut	37.9	42.9	53.5	55.1	56.8	58.0	54.9	45.5	-0.5	327.3
Delaware	7.4	8.2	10.6	11.3	11.3	10.7	10.3	51.9	-8.9	344.0
Dist. of Col.	18.0	18.5	22.5	24.6	26.8	26.6	25.6	36.6	3.9	508.3
Florida	118.6	134.8	216.5	247.9	242.7	227.2	209.3	109.0	-15.6	653.1
Georgia	92.7	101.8	134.9	140.3	140.6	138.6	130.1	51.4	-7.3	643.4
Guam	1.1	1.1	1.2	1.4	1.7	1.9	1.9	22.7	40.5	1463.6
Hawaii	13.3	13.9	15.8	17.5	19.2	20.2	20.3	31.0	16.6	600.3
Idaho	6.2	6.1	7.1	7.5	8.1	8.5	8.7	19.8	16.7	240.1
Illinois	197.5	199.2	218.2	221.2	228.4	225.0	214.3	12.0	-3.1	334.1
Indiana	51.6	53.9	66.2	69.2	70.2	63.4	51.5	34.0	-25.5	332.5
Iowa	32.6	32.6	34.8	34.5	36.0	33.0	29.7	5.7	-14.0	172.8
Kansas	23.5	23.9	26.4	27.7	28.0	26.6	24.0	17.9	-13.5	193.2
Kentucky	58.7	66.4	73.7	73.8	73.8	71.4	68.8	25.7	-6.8	231.2
Louisiana	92.2	93.9	91.5	88.9	85.8	79.1	70.4	-3.5	-20.9	195.8
Maine	17.0	18.6	21.3	21.2	20.6	19.8	18.8	24.6	-11.3	258.8
Maryland	62.6	66.3	78.8	79.2	79.3	79.7	73.6	26.5	-7.1	306.8
Massachusetts	87.0	93.2	108.2	107.9	106.4	97.4	85.7	24.0	-20.6	250.5
Michigan	187.7	193.7	199.4	198.0	195.4	178.6	158.3	5.5	-20.0	339.4
Minnesota	48.1	49.8	56.7	57.2	56.8	56.6	54.3	19.0	-5.1	295.2
Mississippi	59.9	60.0	60.7	59.9	56.7	52.5	47.9	0.1	-20.0	130.8
Missouri	64.4	67.3	80.2	84.8	88.2	86.9	81.6	31.5	-3.7	211.8
Montana	8.3	8.8	9.8	10.6	10.8	10.5	9.9	26.9	-6.4	450.2
Nebraska	13.3	13.6	15.2	15.5	14.9	14.1	13.5	16.6	-12.6	245.0
Nevada	7.3	8.1	11.6	12.6	13.7	15.3	14.5	73.4	15.0	1075.6
New Hampshire	4.9	6.3	9.9	10.5	11.0	10.5	9.4	113.7	-10.2	768.5
New Jersey	100.4	104.6	121.1	121.3	118.3	115.3	109.1	20.7	-10.0	313.0
New Mexico	20.4	19.2	27.2	29.5	31.9	33.0	32.7	44.8	10.7	343.1
New York	329.3	335.2	383.0	415.7	434.5	436.9	414.2	26.3	-0.4	294.7
North Carolina	76.9	86.3	119.2	127.7	128.3	122.8	110.9	66.0	-13.1	315.2
North Dakota	5.5	5.6	6.0	6.0	5.6	5.1	4.8	9.4	-19.7	146.0
Ohio	198.5	203.1	236.4	234.0	230.0	211.6	194.7	17.9	-16.8	387.8
Oklahoma	35.9	38.8	46.2	47.8	46.4	44.4	38.5	33.0	-19.3	107.3
Oregon	30.5	31.6	37.7	38.7	38.5	36.2	31.3	26.8	-19.1	348.6
Pennsylvania	167.4	170.5	190.8	195.0	199.5	196.5	183.9	16.4	-5.7	200.5
Puerto Rico	57.8	59.3	61.4	60.7	58.8	54.8	50.9	5.0	-16.2	2.0
Rhode Island	14.9	16.5	20.7	21.5	22.0	21.6	20.7	43.8	-3.5	283.2
South Carolina	37.1	38.6	49.0	52.4	51.2	48.6	45.6	41.2	-13.1	515.9
South Dakota	6.6	6.7	7.2	7.2	6.9	6.3	6.0	8.1	-16.9	103.5
Tennessee	70.6	76.5	93.3	103.4	107.5	102.1	97.7	46.5	-5.5	410.6
Texas	181.6	208.9	258.3	270.8	275.4	266.2	249.0	49.1	-8.1	1154.5
Utah	15.0	15.5	17.7	18.3	17.7	16.6	14.7	21.9	-19.6	245.8
Vermont	6.6	7.1	8.5	8.6	8.6	8.2	7.8	30.9	-9.1	448.4
Virgin Islands	0.9	0.9	1.1	1.1	1.1	1.3	1.4	15.0	29.2	351.9
Virginia	53.9	56.2	69.9	72.9	74.2	71.7	64.4	35.2	-11.6	498.7
Washington	70.2	72.9	82.1	85.3	86.7	86.4	84.8	21.4	-0.5	466.6
West Virginia	27.6	28.6	31.9	33.2	33.8	33.1	32.1	20.3	-3.3	115.0
Wisconsin	72.6	71.0	73.1	72.0	70.2	66.7	56.4	-0.9	-21.7	399.7
Wyoming	5.1	5.3	6.4	6.3	5.6	5.1	4.7	23.5	-26.0	414.0
U.S. Total	3,578	3,771	4,447	4,622	4,683	4,544	4,250	29.2	-8.0	338.9

Note: Until FY 1982 the total number of Basic Cases included AFDC-Foster Care cases (in the last quarter of FY 1981 there were a little over 80,000 Foster Care cases).

Source: U.S. Department of Health and Human Services, *Quarterly Public Assistance Statistics*, 1992-1993 and unpublished data.

Table 2.6
AFDC Unemployed Parent -Program Caseload by State, Selected Fiscal Years 1965 - 1996
 [In thousands]

	1965	1970	1975	1980	1982	1984	1985	1986	1987	1988
Alabama	—	—	—	—	—	—	—	—	—	—
Alaska	—	—	—	—	—	—	—	—	—	—
Arizona	—	—	—	—	—	—	—	—	—	—
Arkansas	—	—	—	—	—	—	—	—	—	—
California	13.5	32.9	32.7	42.1	77.6	81.6	78.4	74.7	74.3	71.0
Colorado	—	0.9	1.6	1.1	1.7	2.6	0.8	—	—	—
Connecticut	1.9	—	—	0.8	1.2	1.5	1.1	0.9	0.6	0.5
Delaware	0.3	*	0.1	0.3	0.4	0.2	0.1	0.1	0.1	*
Dist. of Col.	—	—	0.2	0.2	0.2	0.3	0.2	0.2	0.2	0.1
Florida	—	—	—	—	—	—	—	—	—	—
Georgia	—	—	—	—	—	—	—	—	—	—
Guam	—	—	—	0.1	0.2	0.3	0.3	0.2	0.1	0.1
Hawaii	0.3	0.2	0.5	0.9	1.2	1.3	1.2	1.0	0.8	0.6
Idaho	—	—	—	—	—	—	—	—	—	—
Illinois	6.3	3.8	12.7	6.8	14.3	18.3	15.8	15.5	14.5	11.6
Indiana	—	—	—	—	—	—	—	—	—	—
Iowa	—	—	0.2	1.8	0.4	4.6	4.9	5.5	4.7	3.2
Kansas	0.4	0.3	0.2	0.6	1.7	2.5	1.9	1.9	2.1	1.8
Kentucky	—	—	—	—	—	—	—	—	—	—
Louisiana	—	—	—	—	—	—	—	—	—	—
Maine	—	0.1	—	—	—	—	0.8	1.3	1.1	0.9
Maryland	0.5	0.3	0.9	1.2	1.8	1.8	1.5	1.3	0.9	0.7
Massachusetts	0.7	1.5	3.2	4.9	4.0	2.6	1.8	1.5	1.3	1.1
Michigan	3.7	1.9	10.9	21.7	40.7	44.2	35.0	31.3	28.0	26.3
Minnesota	—	—	0.9	2.1	5.3	7.5	7.1	7.7	7.5	7.0
Mississippi	—	—	—	—	—	—	—	—	—	—
Missouri	—	0.1	*	1.3	—	3.1	3.7	4.3	4.4	4.1
Montana	—	—	—	0.3	0.1	—	0.2	0.7	1.0	1.1
Nebraska	—	0.1	*	0.1	0.7	1.3	1.3	1.5	1.5	1.1
Nevada	—	—	—	—	—	—	—	—	—	—
New Hampshire	—	—	—	—	—	—	—	—	—	—
New Jersey	—	7.0	—	5.1	6.1	5.9	4.7	4.0	3.0	2.2
New Mexico	—	—	—	—	—	—	—	—	—	—
New York	15.1	12.6	4.3	9.6	13.6	17.4	16.2	15.0	11.9	9.1
North Carolina	—	—	—	—	—	—	—	—	—	0.1
North Dakota	—	—	—	—	—	—	—	—	—	—
Ohio	3.7	2.1	14.7	15.9	28.5	41.7	36.8	35.1	31.9	27.5
Oklahoma	*	0.2	0.1	—	—	—	—	—	—	—
Oregon	0.8	3.8	4.0	—	—	—	—	1.0	1.4	1.8
Pennsylvania	7.3	2.5	3.1	9.1	14.0	17.1	14.3	13.3	10.8	8.6
Puerto Rico	—	—	—	—	—	—	—	—	—	—
Rhode Island	0.5	0.3	0.5	0.3	0.4	0.4	0.2	0.2	0.1	0.1
South Carolina	—	—	—	—	—	—	—	0.3	0.5	0.4
South Dakota	—	—	—	—	—	—	—	—	—	—
Tennessee	—	—	—	—	—	—	—	—	—	—
Texas	—	—	—	—	—	—	—	—	—	—
Utah	1.0	1.2	0.9	1.5	—	—	—	—	—	—
Vermont	—	0.1	0.8	0.5	0.7	0.9	0.7	0.6	0.6	0.4
Virgin Islands	—	—	—	—	—	—	—	—	—	—
Virginia	—	—	—	—	—	—	—	—	—	—
Washington	2.6	2.2	4.2	5.3	—	3.6	5.7	7.1	7.7	7.0
West Virginia	10.2	3.9	0.9	2.8	5.0	8.9	9.9	10.8	10.4	9.4
Wisconsin	—	0.2	2.0	4.3	11.8	17.6	16.5	16.7	14.8	12.0
Wyoming	—	—	—	—	—	—	—	—	—	—
U.S. Total	68.9	78.3	99.7	140.6	231.5	287.3	261.3	253.5	236.2	209.9

* denotes benefits provided for less than 50 cases.

Source: U.S. Department of Health and Human Services, *Quarterly Public Assistance Statistics*, 1992-1993 and unpublished data.

Table 2.6 continued

	1989	1990	1992	1993	1994	1995	19%	Percent Change		
								1989-93	1993-96	1965-96
Alabama	—	—	0.2	0.5	0.3	0.1	0.1	NA	-83.2	NA
Alaska	—	—	1.6	2.0	2.1	1.9	1.8	NA	-10.7	NA
Arizona	—	—	1.4	1.3	1.3	1.2	1.3	NA	-5.4	NA
Arkansas	—	—	0.3	0.4	0.3	0.3	0.2	NA	-39.9	NA
California	70.1	79.3	121.3	141.6	159.6	164.3	161.8	102.0	14.3	1101.6
Colorado	—	—	1.2	1.3	1.0	0.7	0.4	NA	-66.1	NA
Connecticut	0.4	0.7	2.0	2.2	2.4	3.0	3.3	398.2	47.9	69.2
Delaware	*	0.1	0.1	0.1	0.1	0.1	0.1	195.3	-5.0	-65.8
Dist. of Col.	0.1	0.1	*	0.2	0.3	0.2	0.1	82.4	-16.1	NA
Florida	—	—	4.7	6.1	4.4	3.6	2.6	NA	-56.9	NA
Georgia	—	—	1.1	1.0	0.8	0.6	0.3	NA	-68.1	NA
Guam	*	*	0.1	0.1	0.2	0.2	0.2	180.5	70.9	NA
Hawaii	0.6	0.5	0.7	0.9	1.2	1.5	1.6	59.8	82.0	479.5
Idaho	—	—	0.2	0.5	0.6	0.6	0.3	NA	-37.9	NA
Illinois	9.4	9.2	10.4	10.0	11.9	11.3	9.8	6.5	-2.0	56.6
Indiana	—	—	3.0	3.9	3.6	2.2	1.3	NA	-65.5	NA
Iowa	2.2	2.1	2.3	2.2	3.5	3.4	3.1	0.4	42.9	NA
Kansas	1.7	1.9	2.4	2.5	2.1	1.7	1.2	45.1	-53.0	171.5
Kentucky	—	—	9.4	9.0	6.0	4.0	3.0	NA	-66.2	NA
Louisiana	—	—	0.7	1.1	1.1	0.7	0.2	NA	-80.2	NA
Maine	0.9	1.3	2.7	2.7	2.4	1.9	1.7	182.2	-37.9	NA
Maryland	0.6	0.6	1.0	1.0	0.9	0.7	0.5	59.5	-52.4	4.9
Massachusetts	1.1	1.7	3.3	6.5	5.4	3.4	2.6	470.9	-59.4	287.2
Michigan	24.2	24.5	26.2	31.6	28.5	23.1	19.7	30.3	-37.6	433.7
Minnesota	6.6	7.0	7.0	6.9	6.2	4.8	3.9	5.4	-43.1	NA
Mississippi	—	—	0.2	0.2	0.1	*	*	NA	-79.2	NA
Missouri	3.6	3.6	4.9	5.1	4.0	2.4	1.1	41.9	-78.5	NA
Montana	1.0	0.9	1.1	1.2	1.1	1.0	0.9	16.9	-19.7	NA
Nebraska	0.9	1.0	1.3	1.3	1.0	0.7	0.6	35.7	49.8	NA
Nevada	—	—	0.3	0.4	0.4	0.4	0.3	NA	-21.9	NA
New Hampshire	—	—	0.6	0.5	0.5	0.3	0.1	NA	-76.3	NA
New Jersey	2.1	2.4	4.8	4.7	4.1	3.5	2.9	124.4	-38.7	NA
New Mexico	—	—	1.5	1.8	1.7	1.4	1.2	NA	-33.1	NA
New York	8.0	9.4	14.2	17.1	20.4	20.0	17.6	112.8	2.9	16.3
North Carolina	0.1	0.2	2.2	3.1	3.0	2.7	2.2	2183.0	-28.4	NA
North Dakota	—	—	0.4	0.5	0.2	0.1	0.1	NA	-85.1	NA
Ohio	23.7	22.7	27.9	23.9	20.2	16.6	12.1	1.0	49.7	225.1
Oklahoma	—	—	0.6	0.7	0.6	0.4	0.3	NA	-62.6	1162.8
Oregon	1.6	1.1	3.7	3.9	3.7	3.0	2.2	152.2	-44.5	159.1
Pennsylvania	7.2	7.2	9.9	10.5	10.6	8.3	6.4	46.4	-38.9	-12.6
Puerto Rico	—	—	—	—	—	—	—	NA	NA	NA
Rhode Island	0.1	0.2	0.6	0.7	0.7	0.6	0.5	494.0	-31.0	4.9
South Carolina	0.3	0.3	0.7	0.9	0.7	0.4	0.2	170.4	-79.1	NA
South Dakota	—	—	*	*	*	*	*	NA	22.3	NA
Tennessee	—	—	1.9	4.5	3.3	2.0	1.4	NA	-69.0	NA
Texas	—	—	7.5	7.8	8.4	6.8	5.9	NA	-24.3	NA
Utah	—	—	0.2	0.2	0.1	0.1	0.1	NA	47.4	-89.9
Vermont	0.5	0.7	1.5	1.4	1.3	1.4	1.3	212.1	-11.9	NA
Virgin Islands	—	—	—	—	—	—	—	NA	NA	NA
Virginia	—	—	0.7	0.8	0.6	0.4	0.5	NA	-32.7	NA
Washington	7.8	8.5	14.3	16.1	16.2	15.5	14.1	105.2	-12.0	433.5
West Virginia	8.5	8.3	8.6	8.2	7.0	5.4	4.4	-3.6	45.6	-56.5
Wisconsin	9.4	8.4	8.6	8.0	7.0	5.7	3.7	-14.6	-54.0	NA
Wyoming	—	—	0.2	0.2	0.1	0.1	0.1	NA	-71.3	NA
U.S. Total	192.9	203.8	321.8	359.0	363.1	334.7	301.4	86.2	-16.0	337.2

* denotes benefits provided for less than 50 cases.

Source: U.S. Department of Health and Human Services, *Quarterly Public Assistance Statistics*, 1992-1993 and unpublished data.

- In 1996 20 percent or more of the cases in 30 States were reported as having no eligible adult. Nationally, more than one in five cases had no adult recipients in 1996 (Table 2.7).
- **The** average monthly number of AFDC recipients, as distinguished from cases, is shown in Table 2.8. Trends in individual States sometimes differ substantially from the National trends. For example, from 1975 to 1989, the average monthly number of AFDC recipients decreased by two percent nationally. However, the variations by State ranged from a decrease of 54 percent in Washington DC to an increase of 98 percent in Wyoming. Similarly, the National caseload grew by 30 percent from 1989 to 1993, while the change in States ranged from a decrease of five percent in Louisiana to an increase of 132 percent in New Hampshire. The reciprocity rate for each State is shown in Table 2.9.
- Table 2.10 shows the average monthly number of children receiving AFDC, by State, from 1965 to 1996. Note that most of the children receiving AFDC are clustered within a few large States. For example, 20 percent of child recipients in 1995 were in California; 35 percent were in three States (California, New York, and Texas); and 60 percent were in eight States (California, Florida, Illinois, Michigan, New York, Ohio, Pennsylvania, and Texas).
- Table 2.11 shows the number of child-only recipients as a percentage of the total child population, by State. Nationally, child receipt rates were stable from 1984 until 1990, when the rate began to increase. However State rates were not as stable in many cases.
- Because the AFDC cash grant is frequently supplemented by the issuance of Food Stamps, we provide some comparative data about this program from 1995. Nearly 60 percent or 6.5 million of the 10.8 million food stamp households include one or more children. Of the households that contain children, 4.3 million had **at least** one person who also received AFDC and 2.2 million households did not receive any AFDC (Table 2.12).
- The average monthly benefit from participation in the Food Stamp Program is shown for households and persons in each State during fiscal year 1995 (October 1, 1994 through September 30, 1995) in Table 2.13.

Table 2.7
AFDC Cases With No Adult Recipients by State, Selected Years 1985 - 96

	Number of AFDC Cases with no Adult Recipient						Percent of AFDC Cases with no Adult Recipient					
	1985	1989	1993	1994	1995	1996	1985	1989	1993	1994	1995	1996
	[In thousands]						[In percent]					
Alabama	10.1	7.4	13.6	16.1	16.5	17.1	19.3	16.5	26.3	32.1	35.8	40.4
Alaska	0.9	0.5	0.9	0.8	0.8	1.1	14.3	6.7	7.5	6.6	6.5	9.1
Arizona	4.9	4.9	12.8	15.1	18.8	18.8	19.2	13.6	18.3	21.0	27.0	29.7
Arkansas	1.1	4.1	6.6	6.9	6.8	8.2	4.8	17.1	24.9	26.4	27.8	36.0
California	96.6	85.7	223.5	201.3	194.9	198.5	17.5	14.2	26.0	22.1	21.2	22.2
Colorado	3.3	2.1	5.1	6.4	6.1	6.7	11.8	6.2	12.1	15.3	15.8	18.9
Connecticut	4.5	3.9	5.5	6.5	7.2	6.6	10.7	10.1	9.6	11.0	11.8	11.3
Delaware	1.6	1.3	2.4	2.8	2.7	2.7	17.8	17.0	21.3	24.3	25.0	25.8
Dist. of Col.	3.4	2.4	4.9	4.5	4.3	4.4	15.3	13.3	19.7	16.5	16.1	17.0
Florida	20.5	27.5	38.2	47.9	45.9	47.8	21.1	23.2	15.0	19.4	19.9	22.5
Georgia	15.5	13.9	22.4	26.6	30.8	29.0	18.1	15.0	15.8	18.8	22.1	22.3
Guam	—	0.0	0.1	0.1	0.1	0.1	—	4.0	4.5	4.0	4.5	3.8
Hawaii	1.3	1.4	1.4	1.8	2.3	2.6	7.9	9.8	7.7	8.8	10.6	12.0
Idaho	0.9	0.3	0.9	1.4	1.5	2.3	14.0	4.8	11.0	16.7	17.0	25.8
Illinois	26.8	17.4	24.1	32.1	34.1	38.8	11.2	8.4	10.4	13.4	14.4	17.3
Indiana	2.9	3.3	7.9	10.4	11.8	13.1	5.2	6.5	10.8	14.1	18.0	24.7
Iowa	3.6	2.8	4.0	5.3	5.0	6.9	9.0	8.1	10.9	13.4	13.7	20.9
Kansas	2.5	2.6	4.1	4.1	5.0	5.5	11.0	10.2	13.4	13.8	17.8	21.7
Kentucky	8.5	8.6	12.9	14.8	17.1	19.9	14.4	14.6	15.6	18.5	22.7	27.7
Louisiana	12.1	10.9	17.4	19.4	20.8	22.5	15.8	11.8	19.4	22.3	26.1	31.9
Maine	1.5	0.9	1.1	1.6	1.8	1.6	7.6	5.1	4.8	6.8	8.2	7.6
Maryland	7.2	6.8	10.9	12.1	12.4	14.6	10.0	10.8	13.6	15.1	16.0	19.7
Massachusetts	8.8	5.2	12.7	14.9	16.8	15.9	10.1	5.9	11.1	13.3	16.7	18.0
Michigan	5.1	3.0	17.6	22.0	24.6	22.6	2.3	1.4	7.7	9.8	12.2	12.7
Minnesota	3.6	1.9	5.2	6.4	6.1	8.1	7.1	3.5	8.1	10.2	10.7	13.8
Mississippi	11.7	8.3	12.8	14.9	13.1	16.5	22.6	13.8	21.3	26.3	25.0	34.3
Missouri	8.0	6.7	10.6	12.2	15.8	14.2	12.0	9.8	11.8	13.3	17.7	17.2
Montana	0.6	0.4	0.9	0.8	1.2	1.2	7.7	4.7	7.9	6.9	10.1	11.0
Nebraska	3.0	2.4	3.5	4.1	4.3	4.1	19.6	17.0	21.1	25.5	28.8	28.9
Nevada	1.0	1.4	2.1	3.5	5.0	4.9	20.9	19.8	16.3	24.6	31.6	32.9
New Hampshire	0.6	0.8	0.9	1.5	2.0	1.7	11.6	15.5	7.9	13.1	18.4	17.7
New Jersey	12.5	14.3	18.7	20.1	19.6	23.2	10.1	13.9	14.9	16.4	16.5	20.7
New Mexico	2.5	2.1	3.5	5.3	5.4	5.4	13.8	10.4	11.3	15.8	15.6	15.9
New York	33.8	16.0	42.6	62.0	66.1	76.1	9.1	4.8	9.8	13.6	14.5	17.6
North Carolina	14.9	12.5	21.4	26.1	29.7	33.3	23.5	16.2	16.4	19.9	23.7	29.4
North Dakota	0.3	0.4	0.6	0.5	0.7	0.7	7.6	6.4	9.8	9.0	12.5	14.2
Ohio	18.3	18.6	35.7	43.6	47.8	48.7	8.2	8.4	13.8	17.4	21.0	23.6
Oklahoma	2.8	3.5	7.2	6.4	8.0	8.6	9.9	9.8	14.8	13.6	17.9	22.3
Oregon	3.6	4.4	6.1	8.0	9.0	12.9	13.1	13.7	14.2	19.0	22.9	38.5
Pennsylvania	14.5	12.1	22.2	24.7	24.2	29.6	7.8	6.9	10.8	11.7	11.8	15.6
Puerto Rico	—	6.1	6.4	6.7	6.2	5.8	—	10.5	10.6	11.4	11.3	11.5
Rhode Island	1.3	0.8	2.1	2.4	2.6	3.2	8.2	5.1	9.6	10.6	11.8	14.9
South Carolina	9.2	7.3	13.7	15.3	15.9	15.7	21.2	19.6	25.7	29.5	32.5	34.4
South Dakota	1.1	0.7	1.5	1.5	1.5	1.6	18.9	10.1	20.1	21.8	23.5	27.2
Tennessee	10.5	10.0	14.8	19.5	21.3	24.2	18.4	14.1	13.7	17.6	20.4	24.4
Texas	5.8	21.1	52.1	53.5	70.9	67.4	4.9	11.6	18.7	18.9	25.8	26.4
Utah	1.5	1.2	2.1	2.7	2.7	3.0	11.4	8.0	11.6	15.1	16.0	20.4
Vermont	0.3	0.2	0.9	0.7	0.6	1.0	4.4	3.4	8.7	7.6	5.9	10.9
Virgin Islands	—	0.2	0.1	0.1	0.1	0.1	—	20.7	9.1	9.4	8.9	8.6
Virginia	11.7	8.9	15.5	16.2	17.7	18.6	19.9	16.6	21.0	21.7	24.5	28.6
Washington	8.0	8.5	14.2	15.1	15.1	16.9	12.5	10.9	14.1	14.7	14.8	17.1
West Virginia	3.4	3.3	6.0	5.4	6.7	7.7	10.1	9.3	14.4	13.3	17.4	21.0
Wisconsin	8.2	8.4	11.6	13.7	15.3	15.7	8.6	10.3	14.5	17.8	21.2	26.2
Wyoming	0.5	0.3	0.7	0.7	1.1	1.1	12.1	6.8	11.1	11.5	20.7	23.6
U.S. Total	437	400	787	869	923	978	12.0	10.6	15.8	17.2	18.9	21.5

Source: ACF, *Characteristics and Financial Circumstances of AFDC Recipients, 1996* and earlier reports.

Table 2.8
Total AFDC Recipients by State, Selected Fiscal Years 1965 - 1996

	[In thousands]									
	1965	1970	1975	1980	1982	1984	1985	1986	1987	1988
Alabama	78.3	123.2	159.6	179.6	156.0	154.1	151.0	146.0	137.4	131.4
Alaska	4.7	7.8	11.7	15.1	12.8	14.4	15.9	16.9	18.6	19.5
Arizona	40.4	50.8	71.2	51.2	61.9	72.3	72.1	74.4	84.6	93.8
Arkansas	29.9	44.9	100.6	85.0	67.6	63.3	64.2	66.6	66.8	68.5
California	527.7	1,148.3	1,361.7	1,386.9	1,522.4	1,603.2	1,618.9	1,644.2	1,702.7	1,718.6
Colorado	42.1	66.5	96.1	76.8	75.8	87.3	79.1	83.5	90.1	94.5
Connecticut	59.1	82.9	125.3	139.1	127.5	126.7	121.7	117.3	111.9	106.8
Delaware	12.0	19.7	31.5	32.3	28.1	25.3	24.2	21.9	20.6	19.6
Dist. of Col.	20.1	39.8	103.1	85.2	71.0	59.7	58.4	55.2	52.9	49.3
Florida	106.0	203.8	264.8	256.2	259.8	281.3	271.4	275.4	291.0	307.1
Georgia	70.8	197.8	354.2	221.4	230.5	243.4	238.5	237.9	246.3	251.1
Guam	0.6	1.7	3.1	5.0	5.4	6.0	6.0	5.8	4.9	4.5
Hawaii	13.7	24.7	47.4	60.1	56.1	53.1	50.6	47.0	43.0	41.2
Idaho	9.9	15.6	19.3	21.0	17.5	18.3	17.2	17.1	17.6	17.4
Illinois	261.9	368.0	776.5	671.8	711.7	743.4	734.6	736.9	720.8	671.2
Indiana	48.5	73.4	162.2	156.9	156.6	166.1	165.4	161.0	152.0	151.5
Iowa	43.6	63.6	85.2	103.7	90.6	116.6	122.7	127.1	114.7	104.1
Kansas	36.4	53.0	67.1	67.8	63.8	70.8	67.4	68.8	73.2	70.4
Kentucky	80.6	128.7	158.5	167.5	148.4	159.3	159.6	161.8	159.4	155.2
Louisiana	104.1	202.3	235.2	212.6	192.2	217.0	230.3	241.6	259.9	272.4
Maine	19.1	35.8	79.9	60.4	49.6	50.9	57.1	58.4	55.6	51.4
Maryland	79.5	131.1	216.1	212.3	197.0	192.6	194.7	191.9	182.8	175.4
Massachusetts	94.4	208.3	346.8	350.3	286.0	244.5	235.4	235.2	235.0	234.8
Michigan	162.4	253.4	640.8	684.6	727.2	743.7	690.6	672.7	652.1	646.1
Minnesota	50.6	75.5	124.2	135.1	133.8	146.7	151.7	160.1	162.4	163.5
Mississippi	82.9	114.6	186.4	173.1	151.1	154.9	154.8	159.8	174.6	179.7
Missouri	107.1	139.6	260.2	199.3	182.4	197.0	196.9	200.5	203.2	203.6
Montana	7.2	13.4	21.7	19.3	16.1	20.0	22.5	25.8	27.9	28.4
Nebraska	16.1	29.6	38.4	35.2	37.2	42.5	44.2	47.1	46.9	42.7
Nevada	5.1	11.8	14.1	11.8	13.0	12.7	13.7	15.9	16.6	17.3
New Hampshire	4.5	8.9	25.8	22.3	20.1	16.3	14.3	13.1	11.3	11.2
New Jersey	104.4	286.2	440.0	459.5	412.1	382.2	367.0	355.7	339.0	313.2
New Mexico	30.3	51.0	61.3	53.4	50.6	50.7	50.6	51.5	56.5	59.0
New York	517.4	1,051.6	1,209.9	1,099.7	1,075.2	1,115.1	1,111.9	1,099.5	1,062.3	1,010.8
North Carolina	110.9	124.3	169.5	197.7	173.4	166.6	165.5	175.0	175.3	182.8
North Dakota	7.8	10.7	13.7	13.0	10.8	11.5	12.4	13.4	14.0	14.5
Ohio	183.4	265.8	535.1	513.1	587.3	680.2	672.5	676.7	667.4	647.7
Oklahoma	73.4	94.5	97.1	89.2	70.4	78.8	81.8	87.9	96.6	102.0
Oregon	30.9	74.8	99.3	101.9	77.2	71.7	73.9	82.0	81.6	83.8
Pennsylvania	303.0	426.2	627.4	629.0	601.5	576.4	560.8	580.2	562.8	538.0
Puerto Rico	201.6	223.3	232.3	167.7	188.7	178.9	172.8	176.3	177.9	177.4
Rhode Island	23.9	37.8	51.8	52.3	49.3	44.5	43.7	44.4	43.6	42.0
South Carolina	29.7	51.7	134.5	153.0	139.9	125.8	119.8	130.3	129.3	116.8
South Dakota	11.0	16.0	24.6	20.3	16.3	16.3	16.4	17.3	18.7	18.6
Tennessee	76.4	128.6	201.1	161.5	146.6	153.5	155.0	161.6	179.8	185.8
Texas	90.8	213.8	394.1	308.2	285.2	339.2	362.9	413.5	473.4	507.7
Utah	21.9	33.2	34.3	37.4	35.4	37.9	38.0	39.8	43.3	43.8
Vermont	5.5	11.7	21.2	22.5	22.2	23.6	22.4	21.9	21.7	20.2
Virgin Islands	1.2	1.8	4.1	3.1	3.5	3.9	4.2	4.3	4.0	3.5
Virginia	45.9	87.0	173.8	165.8	158.8	155.7	153.6	153.4	149.5	144.6
Washington	70.8	109.2	143.5	153.8	137.0	161.2	177.9	197.6	211.7	211.5
West Virginia	115.7	92.8	68.5	77.2	72.4	97.9	105.8	115.1	114.6	110.8
Wisconsin	44.5	79.5	160.9	212.5	241.8	281.8	288.2	300.9	292.7	269.6
Wyoming	3.5	5.1	6.9	6.8	6.0	8.7	10.0	11.1	12.6	13.5
U.S. Total	4,323	7,415	11,094	10,597	10,431	10,866	10,813	10,997	11,065	10,920

Note: Total recipients include persons receiving benefits under the unemployed parent program and until FY 1982 under AFDC-Foster Care.

Source: U.S. Department of Health and Human Services, *Quarterly Public Assistance Statistics, 1992-1993* and unpublished data.

Table 2.8 Continued

[In thousands]

	1989	1990	1992	1993	1994	1995	1996	Percent Change		
								1989-93	1993-96	1965-96
Alabama	129.0	130.0	141.9	139.8	132.1	117.7	105.2	8.3	-24.7	34.4
Alaska	19.4	20.2	31.9	36.4	38.0	36.9	36.2	87.3	-0.5	674.6
Arizona	105.4	124.0	180.5	196.5	200.8	190.2	171.5	86.5	-12.7	324.1
Arkansas	69.6	71.4	75.1	72.7	69.3	63.3	58.2	4.4	-20.0	94.4
California	1,762.9	1,902.0	2,306.5	2462.5	2,639.2	2,679.7	2,625.8	39.7	6.6	397.6
Colorado	97.3	102.2	122.4	123.2	119.0	108.9	98.5	26.6	-20.1	134.1
Connecticut	106.2	120.1	157.0	161.5	165.9	170.6	161.7	52.1	0.1	173.8
Delaware	19.2	21.2	26.5	27.7	27.5	24.9	23.4	44.2	-15.6	95.2
Dist. of Col.	47.9	48.9	60.0	66.7	74.0	72.9	70.2	39.4	5.2	249.2
Florida	326.8	369.9	601.2	694.5	669.4	621.9	560.6	112.5	-19.3	428.8
Georgia	265.9	293.4	388.0	398.3	393.5	382.6	352.6	49.8	-11.5	398.2
Guam	4.1	4.1	4.6	5.4	6.8	7.6	7.9	33.6	44.4	1128.9
Hawaii	42.8	43.9	50.4	55.9	62.0	65.6	66.5	30.6	19.1	384.4
Idaho	16.8	16.6	19.7	21.3	23.2	23.9	22.9	26.6	7.7	132.0
Illinois	632.2	636.0	687.6	688.9	712.3	696.2	655.4	9.0	4.9	150.2
Indiana	147.4	153.7	199.3	210.8	216.0	189.0	148.0	43.0	-29.8	205.2
Iowa	97.6	98.0	102.5	101.1	110.3	100.5	89.2	3.6	-11.7	104.6
Kansas	73.9	77.0	84.6	88.1	86.7	79.5	68.5	19.2	-22.2	88.1
Kentucky	155.7	175.4	229.4	224.8	208.0	189.4	174.9	44.4	-22.2	116.9
Louisiana	276.6	281.5	273.7	262.7	248.2	251.2	235.6	-5.0	-10.3	1 2 6 . 2
Maine	50.8	56.0	68.1	67.4	64.3	59.9	55.9	32.8	-17.2	192.4
Maryland	176.1	185.5	220.8	221.2	221.8	223.3	204.1	25.6	-7.7	156.7
Massachusetts	241.7	263.4	309.8	325.4	307.1	273.6	236.8	34.6	-27.2	150.8
Michigan	639.9	655.1	674.2	688.1	665.8	597.7	527.1	7.5	-23.4	224.6
Minnesota	163.5	170.6	191.8	191.5	187.0	180.5	171.1	17.1	-10.6	238.2
Mississippi	178.8	178.6	177.3	171.7	158.7	144.1	129.1	4.0	-24.9	55.6
Missouri	203.1	210.8	250.7	261.5	263.5	253.9	231.9	28.7	-11.3	116.6
Montana	27.7	29.0	32.2	34.6	34.9	33.8	31.2	24.9	-9.8	333.7
Nebraska	41.0	42.6	48.2	48.2	45.3	41.4	38.7	17.6	-19.7	140.8
Nevada	20.1	22.6	32.2	35.2	38.1	40.9	37.6	74.9	6.6	641.0
New Hampshire	12.7	16.3	28.3	29.5	30.3	27.9	24.2	131.9	-17.9	441.4
New Jersey	297.8	309.0	352.7	349.4	335.4	316.1	288.5	17.3	-17.4	176.3
New Mexico	58.7	57.3	87.8	95.4	102.2	103.7	101.1	62.6	6.0	233.5
New York	979.1	981.2	1,117.0	1,196.6	1,254.7	1,255.6	1,183.7	22.2	-1.1	128.8
North Carolina	200.3	223.4	313.5	334.8	332.6	313.3	277.8	67.1	-17.0	150.5
North Dakota	15.3	15.5	18.3	18.5	16.5	14.5	13.4	21.1	-27.6	72.4
Ohio	629.1	632.3	749.1	718.7	684.5	612.0	545.9	14.2	-24.0	197.6
Oklahoma	103.0	111.9	134.9	138.1	131.2	123.7	104.8	34.0	-24.1	42.8
Oregon	87.3	89.0	116.1	117.7	114.0	104.0	86.9	34.8	-26.1	181.4
Pennsylvania	522.7	520.7	593.9	607.9	619.6	596.3	543.5	16.3	-10.6	79.4
Puerto Rico	185.3	189.6	194.4	190.1	182.6	168.3	154.9	2.6	-18.5	-23.2
Rhode Island	41.9	46.1	59.4	61.7	62.8	61.3	58.4	47.3	-5.4	144.7
South Carolina	107.5	110.9	139.6	146.6	139.7	128.9	119.2	36.4	-18.7	301.7
South Dakota	18.9	19.0	20.4	20.1	19.1	17.1	16.3	6.2	-19.0	48.6
Tennessee	195.5	211.2	266.1	310.9	299.7	276.1	260.3	59.0	-16.3	240.5
Texas	539.9	611.3	757.9	781.6	787.5	743.2	684.0	44.8	-12.5	653.5
Utah	43.6	45.1	51.8	52.6	49.9	45.7	40.3	20.6	-23.3	84.5
Vermont	19.7	21.9	29.0	28.5	27.8	27.2	25.3	44.7	-11.4	361.9
Virgin Islands	3.4	3.2	3.8	3.8	3.8	4.6	5.0	11.1	31.6	329.1
Virginia	145.6	150.9	188.4	194.3	194.6	184.0	161.9	33.4	-16.7	252.9
Washington	219.3	228.2	273.5	288.1	291.5	286.3	274.2	31.4	4.8	287.1
West Virginia	109.3	111.1	118.6	119.0	114.3	104.7	95.1	8.9	-20.1	-17.8
Wisconsin	244.9	237.4	243.9	236.9	226.2	208.7	170.2	-3.3	-28.1	282.3
Wyoming	13.7	14.1	18.9	18.2	16.4	14.6	12.8	32.8	-29.6	265.6
U.S. Total	10,934	11,460	13,625	14,143	14,226	13,659	12,644	29.3	-10.6	192.5

Note: Total recipients include persons receiving benefits under the unemployed parent program and until FY 1982 under AFDC-Foster Care.

Source: U.S. Department of Health and Human Services, *Quarterly Public Assistance Statistics*, 1992-1993 and unpublished data.

Table 2.9
AFDC Reciprocity Rates by State, Selected Fiscal Years 1965 – 1996

[Total AFDC Recipients as a Percent of the State's Resident Population]

	1965	1970	1975	1980	1982	1984	1985	1986	1987	1988
Alabama	2.2	3.6	4.3	4.6	4.0	3.9	3.8	3.7	3.4	3.3
Alaska	1.8	2.6	3.1	3.7	2.9	2.8	3.0	3.1	3.5	3.6
Arizona	2.6	2.9	3.1	1.9	2.1	2.4	2.3	2.2	2.5	2.7
Arkansas	1.5	2.3	4.7	3.7	2.9	2.7	2.8	2.9	2.9	2.9
California	2.9	5.7	6.3	5.8	6.1	6.2	6.1	6.1	6.1	6.0
Colorado	2.2	3.0	3.7	2.6	2.5	2.8	2.5	2.6	2.8	2.9
Connecticut	2.1	2.7	4.1	4.5	4.1	4.0	3.8	3.6	3.4	3.3
Delaware	2.4	3.6	5.4	5.4	4.7	4.1	3.9	3.5	3.2	3.0
Dist. of Col.	2.5	5.3	14.6	13.3	11.2	9.4	9.2	8.6	8.3	7.8
Florida	1.8	3.0	3.1	2.6	2.5	2.5	2.4	2.4	2.4	2.5
Georgia	1.6	4.3	7.0	4.0	4.1	4.2	4.0	3.9	4.0	4.0
Hawaii	1.9	3.2	5.4	6.2	5.6	5.2	4.9	4.5	4.0	3.8
Idaho	1.4	2.2	2.3	2.2	1.8	1.8	1.7	1.7	1.8	1.8
Illinois	2.5	3.3	6.9	5.9	6.2	6.5	6.4	6.5	6.3	5.9
Indiana	1.0	1.4	3.0	2.9	2.9	3.0	3.0	3.0	2.8	2.8
Iowa	1.6	2.3	3.0	3.6	3.1	4.1	4.3	4.6	4.1	3.8
Kansas	1.6	2.4	2.9	2.9	2.7	2.9	2.8	2.8	3.0	2.9
Kentucky	2.5	4.0	4.6	4.6	4.0	4.3	4.3	4.4	4.3	4.2
Louisiana	2.9	5.6	6.1	5.0	4.4	4.9	5.2	5.5	6.0	6.4
Maine	1.9	3.6	7.5	5.4	4.4	4.4	4.9	5.0	4.7	4.3
Maryland	2.2	3.3	5.2	5.0	4.6	4.4	4.4	4.3	4.0	3.8
Massachusetts	1.8	3.7	6.0	6.1	5.0	4.2	4.0	4.0	4.0	3.9
Michigan	2.0	2.9	7.0	7.4	8.0	8.2	7.6	7.4	7.1	7.0
Minnesota	1.4	2.0	3.2	3.3	3.2	3.5	3.6	3.8	3.8	3.8
Mississippi	3.6	5.2	7.8	6.9	5.9	6.0	6.0	6.2	6.7	7.0
Missouri	2.4	3.0	5.4	4.0	3.7	4.0	3.9	4.0	4.0	4.0
Montana	1.0	1.9	2.9	2.4	2.0	2.4	2.7	3.2	3.5	3.5
Nebraska	1.1	2.0	2.5	2.2	2.4	2.7	2.8	3.0	3.0	2.7
Nevada	1.2	2.4	2.3	1.5	1.5	1.4	1.4	1.6	1.6	1.6
New Hampshire	0.7	1.2	3.1	2.4	2.1	1.7	1.4	1.3	1.1	1.0
New Jersey	1.5	4.0	6.0	6.2	5.5	5.1	4.9	4.7	4.4	4.1
New Mexico	3.0	5.0	5.3	4.1	3.7	3.6	3.5	3.5	3.8	4.0
New York	2.9	5.8	6.7	6.3	6.1	6.3	6.2	6.2	5.9	5.6
North Carolina	2.2	2.4	3.1	3.4	2.9	2.7	2.6	2.8	2.7	2.8
North Dakota	1.2	1.7	2.1	2.0	1.6	1.7	1.8	2.0	2.1	2.2
Ohio	1.8	2.5	5.0	4.8	5.5	6.3	6.3	6.3	6.2	6.0
Oklahoma	3.0	3.7	3.5	2.9	2.2	2.4	2.5	2.7	3.0	3.2
Oregon	1.6	3.6	4.3	3.9	2.9	2.7	2.8	3.1	3.0	3.1
Pennsylvania	2.6	3.6	5.3	5.3	5.1	4.9	4.8	4.9	4.8	4.5
Rhode Island	2.7	4.0	5.5	5.5	5.2	4.6	4.5	4.5	4.4	4.2
South Carolina	1.2	2.0	4.6	4.9	4.4	3.8	3.6	3.9	3.8	3.4
South Dakota	1.6	2.4	3.6	2.9	2.4	2.3	2.3	2.5	2.7	2.7
Tennessee	2.0	3.3	4.7	3.5	3.2	3.3	3.3	3.4	3.8	3.9
Texas	0.9	1.9	3.1	2.1	1.9	2.1	2.2	2.5	2.8	3.0
Utah	2.2	3.1	2.8	2.5	2.3	2.3	2.3	2.4	2.6	2.6
Vermont	1.4	2.6	4.4	4.4	4.3	4.5	4.2	4.1	4.0	3.7
Virginia	1.0	1.9	3.4	3.1	2.9	2.8	2.7	2.6	2.5	2.4
Washington	2.4	3.2	4.0	3.7	3.2	3.7	4.0	4.4	4.7	4.6
West Virginia	6.4	5.3	3.7	4.0	3.7	5.1	5.5	6.1	6.2	6.1
Wisconsin	1.1	1.8	3.5	4.5	5.1	6.0	6.1	6.3	6.1	5.6
Wyoming	1.1	1.5	1.8	1.4	1.2	1.7	2.0	2.2	2.6	2.9
U.S. Total	2.1	3.5	5.0	4.6	4.4	4.5	4.5	4.5	4.5	4.4

Note: Reciprocity rate refers to the average number of AFDC recipients in each State as a percent of its total resident population.

Source: U.S. Department of Health and Human Services and U.S. Bureau of the Census.

Table 2.9 Continued

[Total AFDC Recipients as a percent of the State's Resident Population]

	1989	1990	1992	1993	1994	1995	19%	Percent Change		
								1989-93	1993-96	1965-96
Alabama	3.2	3.2	3.4	3.3	3.1	2.8	2.5	4.4	-26.3	9.7
Alaska	3.5	3.7	5.4	6.1	6.3	6.1	6.0	71.5	-2.1	240.7
Arizona	2.9	3.4	4.7	5.0	4.9	4.4	3.9	70.9	-22.1	50.8
Arkansas	3.0	3.0	3.1	3.0	2.8	2.5	2.3	1.0	-22.7	50.3
California	6.0	6.4	7.5	7.9	8.4	8.5	8.2	30.9	4.3	187.2
Colorado	3.0	3.1	3.5	3.5	3.2	2.9	2.6	16.3	-25.4	19.3
Connecticut	3.2	3.7	4.8	4.9	5.1	5.2	4.9	52.5	0.2	136.6
Delaware	2.9	3.2	3.8	4.0	3.9	3.5	3.2	35.8	-18.5	35.5
Dist. of Col.	7.7	8.1	10.2	11.5	13.0	13.1	12.9	50.3	12.2	415.6
Florida	2.6	2.8	4.4	5.1	4.8	4.4	3.9	95.9	-23.1	112.8
Georgia	4.1	4.5	5.7	5.8	5.6	5.3	4.8	39.1	-16.9	197.5
Hawaii	3.9	3.9	4.4	4.8	5.3	5.6	5.6	23.2	16.7	190.5
Idaho	1.7	1.6	1.8	1.9	2.0	2.1	1.9	14.3	-0.3	35.2
Illinois	5.5	5.6	5.9	5.9	6.1	5.9	5.5	6.5	-6.3	124.8
Indiana	2.7	2.8	3.5	3.7	3.8	3.3	2.5	38.5	-31.4	155.7
Iowa	3.5	3.5	3.7	3.6	3.9	3.5	3.1	1.7	-12.7	97.9
Kansas	3.0	3.1	3.4	3.5	3.4	3.1	2.7	16.5	-23.5	64.4
Kentucky	4.2	4.8	6.1	5.9	5.4	4.9	4.5	39.9	-24.0	77.2
Louisiana	6.5	6.7	6.4	6.1	5.8	5.8	5.4	-5.8	-11.6	85.1
Maine	4.2	4.5	5.5	5.4	5.2	4.8	4.5	30.8	-17.5	131.9
Maryland	3.7	3.9	4.5	4.5	4.4	4.4	4.0	19.9	-9.9	78.9
Massachusetts	4.0	4.4	5.2	5.4	5.1	4.5	3.9	34.6	-28.1	120.7
Michigan	6.9	7.0	7.2	7.3	7.0	6.3	5.5	5.3	-24.5	181.3
Minnesota	3.8	3.9	4.3	4.2	4.1	3.9	3.7	12.2	-13.2	158.6
Mississippi	6.9	6.9	6.8	6.5	5.9	5.3	4.8	-6.3	-27.0	32.3
Missouri	4.0	4.1	4.8	5.0	5.0	4.8	4.3	25.4	-13.4	81.5
Montana	3.5	3.6	3.9	4.1	4.1	3.9	3.5	18.8	-13.8	246.7
Nebraska	2.6	2.7	3.0	3.0	2.8	2.5	2.3	14.7	-21.5	112.7
Nevada	1.8	1.9	2.4	2.5	2.6	2.7	2.3	43.5	-7.8	100.6
New Hampshire	1.2	1.5	2.5	2.6	2.7	2.4	2.1	128.1	-20.7	213.4
New Jersey	3.9	4.0	4.5	4.4	4.2	4.0	3.6	15.3	-18.8	134.6
New Mexico	3.9	3.8	5.5	5.9	6.2	6.1	5.9	51.0	0.2	97.4
New York	5.4	5.5	6.2	6.6	6.9	6.9	6.5	20.9	-0.8	128.7
North Carolina	3.1	3.4	4.6	4.8	4.7	4.3	3.8	57.7	-21.1	68.8
North Dakota	2.4	2.4	2.9	2.9	2.6	2.3	2.1	22.9	-28.4	74.6
Ohio	5.8	5.8	6.8	6.5	6.2	5.5	4.9	11.9	-24.8	172.8
Oklahoma	3.3	3.6	4.2	4.3	4.0	3.8	3.2	30.5	-25.6	5.9
Oregon	3.1	3.1	3.9	3.9	3.7	3.3	2.7	23.8	-29.9	70.2
Pennsylvania	4.4	4.4	5.0	5.1	5.1	4.9	4.5	14.7	-10.8	72.3
Rhode Island	4.2	4.6	5.9	6.2	6.3	6.2	5.9	47.4	4.5	120.2
South Carolina	3.1	3.2	3.9	4.0	3.8	3.5	3.2	30.0	-20.3	176.9
South Dakota	2.7	2.7	2.9	2.8	2.6	2.3	2.2	3.2	-20.7	39.2
Tennessee	4.0	4.3	5.3	6.1	5.8	5.3	4.9	51.6	-19.8	146.4
Texas	3.2	3.6	4.3	4.3	4.3	4.0	3.6	34.7	-17.3	317.2
Utah	2.6	2.6	2.9	2.8	2.6	2.3	2.0	10.6	-28.7	-8.3
Vermont	3.5	3.9	5.1	5.0	4.8	4.7	4.3	40.3	-13.4	217.0
Virginia	2.4	2.4	2.9	3.0	3.0	2.8	2.4	26.1	-19.2	133.7
Washington	4.6	4.7	5.3	5.5	5.4	5.3	5.0	18.6	-9.5	108.0
West Virginia	6.0	6.2	6.6	6.5	6.3	5.7	5.2	8.1	-20.4	-18.3
Wisconsin	5.0	4.8	4.9	4.7	4.4	4.1	3.3	-6.9	-29.7	206.8
Wyoming	3.0	3.1	4.1	3.9	3.4	3.0	2.7	29.6	-31.3	150.6
U.S. Total	4.4	4.5	5.3	5.4	5.4	5.1	4.7	24.3	-13.0	121.3

Note: Reciprocity rate refers to the average number of AFDC recipients in each State as a percent of its total resident population.

Source: U.S. Department of Health and Human Services and U.S. Bureau of the Census.

Aid to Families with Dependent Children: The Baseline

Total AFDC Child Recipients by State

	1965
Alabama	61.8
Alaska	3.6
Arizona	30.5
Arkansas	22.5
California	390.8
Colorado	32.7
Connecticut	42.9
Delaware	9.0
Dist. of Col.	16.2
Florida	85.3
Georgia	54.2

Table 2.10 Continued**[In thousands]**

	1989	1990	1992	1993	1994	1995	19%	Percent Change		
								1989-93	1993-96	1965-96
Alabama	91.7	92.6	100.7	100.1	95.8	87.0	79.3	9.2	-20.8	28.2
Alaska	12.6	13.2	20.2	23.0	24.1	23.5	23.2	82.3	0.7	550.0
Arizona	73.6	86.7	125.9	134.1	135.9	129.8	118.2	82.1	-11.9	287.4
Arkansas	49.6	51.1	53.4	51.8	49.5	45.5	42.0	4.4	-18.9	86.6
California	1,186.0	1,293.8	1,601.8	1,704.5	1,804.1	1,833.2	1,804.8	43.7	5.9	361.8
Colorado	65.6	68.8	81.5	82.7	80.3	74.1	67.7	26.1	-18.2	107.2
Connecticut	71.5	81.3	105.1	108.2	111.4	114.1	108.1	51.5	-0.1	151.9
Delaware	13.1	14.5	17.9	18.7	18.5	16.9	15.8	42.0	-15.5	74.9
Dist. of Col.	38.1	34.4	42.2	45.9	50.8	50.6	48.2	20.4	5.2	197.9
Florida	234.7	264.2	416.9	477.1	462.6	432.1	394.8	103.3	-17.3	363.0
Georgia	186.9	206.0	268.3	276.4	274.5	268.6	250.6	47.9	-9.3	362.2
Guam	2.9	2.9	3.2	3.8	4.8	5.3	5.5	31.1	44.2	936.1
Hawaii	28.3	29.3	33.7	37.2	41.1	43.4	44.2	31.5	18.9	333.6
Idaho	11.4	11.3	13.3	14.2	15.6	16.3	15.9	24.3	11.9	120.4
Illinois	432.2	435.6	471.8	472.4	485.8	477.7	455.6	9.3	-3.6	125.8
Indiana	100.3	104.8	133.0	140.3	145.1	129.4	104.0	39.8	-25.9	186.9
Iowa	63.0	63.6	67.0	66.2	71.5	66.0	59.2	4.9	-10.5	86.5
Kansas	50.2	52.4	56.7	59.2	58.7	54.6	48.0	17.9	-18.9	72.0
Kentucky	104.5	117.3	147.1	144.7	136.7	127.6	120.3	38.4	-16.9	107.3
Louisiana	194.6	199.0	195.5	188.5	179.7	173.3	161.8	-3.2	-14.2	104.8
Maine	32.0	35.3	42.3	41.9	40.1	37.6	35.3	31.3	-15.9	150.5
Maryland	117.5	124.4	148.8	149.7	150.6	152.1	140.4	27.4	-6.2	129.2
Massachusetts	154.2	168.0	208.0	208.7	197.3	176.4	152.8	35.3	-26.8	116.2
Michigan	414.2	426.9	440.9	449.9	438.8	397.5	353.9	8.6	-21.3	196.1
Minnesota	105.4	110.3	125.1	125.8	124.0	121.1	116.1	19.4	-7.8	194.2
Mississippi	128.6	128.7	127.7	124.1	115.7	105.8	96.0	-3.5	-22.7	44.7
Missouri	134.1	139.4	164.3	171.3	176.4	175.2	162.4	27.7	-5.2	98.5
Montana	17.8	18.7	20.7	22.5	22.7	22.1	20.5	26.2	-8.6	269.0
Nebraska	28.1	29.2	32.6	32.7	31.0	28.6	26.9	16.3	-17.8	117.8
Nevada	14.1	15.9	22.3	24.5	26.7	28.8	27.2	74.0	10.9	578.2
New Hampshire	8.4	10.7	17.9	18.8	19.4	18.0	15.8	122.6	-15.6	373.9
New Jersey	204.8	212.8	241.0	238.3	227.5	213.2	195.4	16.3	-18.0	147.0
New Mexico	40.5	37.4	57.0	61.8	66.3	67.1	65.4	52.4	5.8	183.3
New York	647.6	657.8	742.6	782.1	813.0	811.5	770.5	-20.8	-1.5	103.0
North Carolina	136.2	151.8	209.5	223.4	222.6	211.1	191.1	64.1	-14.5	130.8
North Dakota	10.2	10.3	11.9	12.0	10.8	9.7	9.1	17.6	-24.4	52.4
Ohio	410.9	414.4	489.0	473.1	454.9	415.5	381.8	15.1	-19.3	179.7
Oklahoma	70.7	76.9	92.0	94.3	90.2	85.6	74.1	33.4	-21.4	35.9
Oregon	58.3	59.9	76.2	77.7	75.9	70.5	59.9	33.3	-22.9	163.2
Pennsylvania	348.5	345.2	396.6	408.0	416.8	402.8	367.9	17.1	-9.8	69.3
Puerto Rico	126.5	129.7	132.3	129.6	124.1	114.2	105.3	2.4	-18.7	-34.7
Rhode Island	27.5	30.4	38.9	40.5	41.4	40.7	39.0	46.9	-3.6	122.8
South Carolina	76.9	79.6	99.6	105.7	102.2	95.7	89.1	37.4	-15.8	273.5
South Dakota	13.3	13.3	14.4	14.2	13.6	12.4	11.9	7.2	-16.4	43.8
Tennessee	133.0	143.9	179.5	216.8	203.2	189.7	180.8	63.1	-16.6	211.7
Texas	378.2	427.7	528.3	545.5	549.5	522.3	483.9	44.2	-11.3	606.7
Utah	28.4	30.5	34.5	34.8	33.1	30.6	27.1	22.7	-22.2	71.9
Vermont	12.4	13.7	17.7	17.5	17.2	16.8	15.7	41.3	-10.5	290.0
Virgin Islands	2.5	2.4	2.8	2.8	2.8	3.4	3.7	8.8	32.4	275.4
Virginia	99.9	104.0	129.0	133.4	134.1	127.9	114.0	33.6	-14.5	222.4
Washington	141.0	147.6	175.9	184.9	186.7	184.1	177.2	31.1	-4.2	251.2
West Virginia	67.2	68.5	73.4	74.0	71.8	66.9	61.6	10.1	-16.7	-23.0
Wisconsin	160.8	158.0	165.0	158.5	152.6	145.7	122.9	-1.4	-22.5	265.6
Wyoming	9.1	9.5	12.6	12.2	11.1	10.1	9.1	34.4	-25.6	235.5
U.S. Total	7,370	7,755	9,226	9,560	9,611	9,280	8,673	29.7	-9.3	167.4

Note: Total child recipients include children receiving benefits under the unemployed parent program and also AFDC-Foster Care.

Source: U.S. Department of Health and Human Services, *Quarterly Public Assistance Statistics*, 1992-1993 and unpublished data.

Table 2.11
AFDC Child Reciprocity Rates by State, Selected Fiscal Years 1965 – 1996

[Total AFDC Child Recipients as a Percent of the State's Resident Population under 18 Years of Age]

	1965	1970	1975	1980	1982	1984	1985	1986	1987	1988
Alabama	4.6	7.7	9.9	11.1	9.8	9.7	9.7	9.4	8.9	8.6
Alaska	3.1	5.0	6.2	8.0	6.0	5.7	5.9	6.1	6.7	7.2
Arizona	4.8	6.0	7.2	4.8	5.5	6.1	5.9	5.9	6.4	6.9
Arkansas	3.1	5.2	10.9	9.3	7.5	7.0	7.1	7.4	7.5	7.7
California	6.0	12.3	14.6	14.6	15.3	15.6	15.6	15.6	15.8	15.6
Colorado	4.4	6.4	8.4	6.5	6.0	6.7	6.1	6.4	6.9	7.3
Connecticut	4.4	6.1	9.8	11.8	11.1	11.1	10.8	10.5	10.1	9.7
Delaware	4.7	7.5	12.2	13.4	11.7	10.6	10.2	9.3	8.7	8.3
Dist. of Col.	6.0	13.8	41.1	40.9	34.7	33.2	33.9	32.5	31.5	30.7
Florida	4.3	7.6	8.4	7.8	7.5	7.9	7.6	7.5	7.7	8.0
Georgia	3.2	9.1	15.5	9.8	9.9	10.3	10.1	9.9	10.2	10.3
Hawaii	3.6	6.5	11.7	14.5	13.4	12.2	11.6	10.8	9.9	9.7
Idaho	2.7	4.2	4.7	4.7	3.7	3.8	3.6	3.7	3.8	3.9
Illinois	5.3	7.5	16.0	14.6	15.4	16.0	16.1	16.2	16.0	15.3
Indiana	2.0	3.0	6.9	6.9	6.8	7.4	7.5	7.4	7.0	7.1
Iowa	3.2	4.7	6.6	8.4	7.5	9.4	10.2	10.8	10.0	9.3
Kansas	3.5	5.4	7.3	7.5	6.8	7.2	6.9	7.0	7.4	7.1
Kentucky	4.9	8.3	10.2	10.9	9.5	10.3	10.5	10.8	10.8	10.7
Louisiana	5.5	11.3	13.2	11.8	10.3	11.6	12.2	12.8	14.0	15.0
Maine	3.9	7.7	16.4	12.5	10.4	10.5	11.7	12.0	11.4	10.5
Maryland	4.6	7.3	11.9	12.4	11.4	11.2	11.4	11.2	10.7	10.2
Massachusetts	3.8	8.1	14.2	15.3	12.8	10.8	11.2	11.1	11.1	11.3
Michigan	3.7	5.8	15.0	16.7	17.8	18.7	17.7	17.4	17.0	16.9
Minnesota	2.9	4.2	7.0	7.7	7.3	8.1	8.5	9.0	9.1	9.2
Mississippi	7.0	11.1	17.3	15.7	13.7	14.1	14.0	14.5	16.0	16.7
Missouri	5.2	6.9	13.2	9.9	9.3	9.8	9.8	10.0	10.1	10.1
Montana	2.0	4.0	6.6	5.7	4.6	5.5	6.1	7.0	7.7	8.0
Nebraska	2.3	4.4	5.8	5.5	5.7	6.5	6.8	7.2	7.3	6.8
Nevada	2.5	5.2	5.4	3.8	3.8	3.6	3.9	4.4	4.4	4.4
New Hampshire	1.4	2.6	6.9	5.8	5.1	4.2	3.7	3.3	2.9	2.8
New Jersey	3.4	8.8	14.1	16.0	14.7	13.9	13.5	13.2	12.7	11.8
New Mexico	5.2	9.5	10.9	8.5	8.2	7.9	7.8	7.9	8.6	9.0
New York	6.3	13.0	16.3	16.2	16.1	16.6	16.7	16.5	16.2	15.5
North Carolina	4.4	5.3	7.2	8.5	7.4	7.0	7.1	7.4	7.4	7.7
North Dakota	2.3	3.6	4.9	4.7	3.8	3.9	4.3	4.7	4.9	5.3
Ohio	3.6	5.3	10.9	11.2	12.7	14.6	14.7	15.0	15.0	14.8
Oklahoma	6.4	8.5	8.7	7.6	5.7	6.1	6.3	6.8	7.5	8.1
Oregon	3.3	7.4	9.6	9.0	6.9	6.7	6.9	7.7	7.8	8.0
Pennsylvania	5.5	8.0	12.3	13.8	13.6	13.1	12.9	13.3	13.1	12.6
Rhode Island	5.9	9.1	13.3	14.7	14.0	12.7	12.6	12.8	12.5	12.2
South Carolina	2.3	4.2	10.4	11.6	10.6	9.6	9.1	9.9	9.8	9.0
South Dakota	3.1	5.0	8.2	7.1	5.7	5.7	5.7	6.0	6.5	6.5
Tennessee	4.2	7.5	11.3	8.9	8.0	8.4	8.6	8.9	9.9	10.3
Texas	1.7	4.1	7.1	5.2	4.5	5.1	5.4	6.0	6.9	7.3
Utah	3.7	5.4	5.0	4.4	3.9	4.0	4.0	4.2	4.4	4.5
Vermont	2.7	5.4	9.2	9.9	9.7	10.3	9.9	9.7	9.7	8.9
Virginia	2.2	4.1	8.0	7.9	7.4	7.3	7.1	7.1	6.8	6.6
Washington	4.7	6.5	8.5	8.5	7.8	9.0	9.7	10.8	11.5	11.3
West Virginia	12.2	11.2	8.4	10.4	9.4	11.7	12.6	14.0	14.4	14.4
Wisconsin	2.2	3.8	7.8	10.5	11.8	13.8	14.2	14.9	14.7	13.7
Wyoming	2.1	3.2	4.1	3.4	2.5	3.6	4.1	4.6	5.4	6.2
U.S. Total	4.4	7.6	11.6	11.3	10.9	11.2	11.2	11.4	11.5	11.4

Note: Reciprocity rate refers to the average number of AFDC child recipients in each State as a percent of its population under 18 years of age.

Source: U.S. Department of Health and Human Services and U.S. Bureau of the Census.

Table 2.11 Continued

[Total AFDC Child Recipients as a Percent of the State's Resident Population under 18 Years of Age]

	1989	1990	1992	1993	1994	1995	19%	Percent Change		
								1989-93	1993-96	196.596
Alabama	8.6	8.8	9.5	9.4	8.9	8.1	7.4	9.0	-21.3	60.2
Alaska	7.3	7.4	10.9	12.2	12.7	12.4	12.6	68.5	2.8	305.4
Arizona	7.6	8.6	11.9	12.2	11.8	10.9	10.3	61.2	-15.8	112.8
Arkansas	7.9	8.2	8.4	8.2	7.7	7.0	6.4	2.7	-21.8	102.6
California	15.6	16.3	19.1	20.0	20.8	20.8	20.4	27.9	1.9	242.0
Colorado	7.6	7.8	8.8	8.7	8.3	7.6	6.8	15.4	-22.4	52.8
Connecticut	9.5	10.8	13.6	13.9	14.1	14.3	13.6	45.7	-2.3	210.3
Delaware	8.1	8.7	10.4	10.7	10.5	9.4	9.0	32.4	-16.6	90.8
Dist. of Col.	30.7	30.7	36.6	39.7	44.0	44.1	44.0	29.2	10.9	634.3
Florida	8.4	8.8	13.4	14.9	14.0	12.8	11.5	77.8	-22.4	171.1
Georgia	10.8	11.8	14.8	14.9	14.5	14.0	12.8	38.0	-14.0	301.0
Hawaii	10.1	10.5	11.5	12.4	13.5	14.0	14.4	23.6	15.9	300.3
Idaho	3.7	3.6	4.1	4.3	4.6	4.7	4.6	14.7	6.4	71.4
Illinois	14.5	14.8	15.6	15.5	15.7	15.3	14.4	6.3	-6.6	170.8
Indiana	6.9	7.3	9.1	9.6	9.8	8.7	6.9	39.2	-27.6	248.4
Iowa	8.8	8.8	9.3	9.1	9.9	9.1	8.2	3.6	-9.6	159.3
Kansas	7.6	7.9	8.4	8.7	8.5	7.9	7.0	14.0	-19.3	102.5
Kentucky	10.9	12.4	15.3	15.0	14.1	13.1	12.4	37.7	-17.2	152.4
Louisiana	15.5	16.5	15.9	15.3	14.5	14.0	13.1	-1.1	-14.5	140.4
Maine	10.4	11.5	13.8	13.7	13.1	12.3	11.8	31.8	-13.8	201.1
Maryland	10.2	10.6	12.2	12.0	12.0	12.0	10.9	18.0	-9.2	135.8
Massachusetts	11.4	12.4	15.1	14.9	13.9	12.3	10.7	30.5	-27.7	179.9
Michigan	16.9	17.4	17.7	17.9	17.4	15.8	13.9	6.3	-22.2	272.1
Minnesota	9.2	9.4	10.3	10.3	10.0	9.7	9.3	12.2	-9.4	222.1
Mississippi	17.1	17.6	17.1	16.5	15.3	13.9	12.7	-3.1	-23.2	80.9
Missouri	10.2	10.6	12.2	12.6	12.8	12.7	11.6	23.3	-7.4	122.1
Montana	7.9	8.4	9.0	9.6	9.7	9.4	8.8	21.8	-8.4	332.8
Nebraska	6.5	6.8	7.5	7.5	7.0	6.5	6.1	14.2	-18.6	162.5
Nevada	5.0	5.0	6.6	6.9	7.0	7.2	6.5	36.6	-5.1	162.0
New Hampshire	3.1	3.9	6.3	6.5	6.6	6.1	5.4	113.8	-18.0	282.8
New Jersey	11.3	11.8	12.9	12.5	11.7	10.9	9.8	10.4	-21.3	187.4
New Mexico	9.0	8.3	12.1	12.8	13.5	13.4	13.0	41.5	2.1	152.6
New York	15.1	15.4	16.8	17.5	18.0	17.9	17.0	15.9	-3.0	167.5
North Carolina	8.5	9.3	12.5	13.0	12.6	11.7	10.4	" 53.2	-19.7	134.7
North Dakota	5.7	6.0	6.9	7.0	6.3	5.7	5.4	22.9	-23.2	131.3
Ohio	14.6	14.9	17.3	16.7	15.9	14.5	13.4	14.2	-19.5	271.8
Oklahoma	8.3	9.1	10.7	10.9	10.3	9.7	8.4	30.5	-22.7	31.0
Oregon	8.2	8.1	9.9	10.0	9.6	8.8	7.4	22.2	-26.1	121.4
Pennsylvania	12.4	12.3	13.9	14.2	14.4	13.8	12.7	14.3	-10.4	130.6
Rhode Island	12.1	13.4	16.8	17.2	17.5	17.1	16.6	41.6	-3.4	183.1
South Carolina	8.3	8.7	10.6	11.3	10.8	10.1	9.5	35.2	-15.6	308.7
South Dakota	6.7	6.7	7.0	6.9	6.6	6.0	5.8	3.2	-15.4	88.8
Tennessee	10.9	11.8	14.3	17.0	15.7	14.5	13.7	56.5	-19.6	228.7
Texas	7.9	8.7	10.4	10.5	10.4	9.7	8.9	33.4	-15.5	427.0
Utah	4.5	4.9	5.3	5.3	4.9	4.5	4.0	15.9	-24.2	7.9
Vermont	8.8	9.6	12.3	12.1	11.8	11.5	10.7	37.6	-11.7	296.2
Virginia	6.7	6.8	8.2	8.4	8.4	7.9	7.0	26.7	-17.1	222.7
Washington	11.5	11.3	12.9	13.4	13.3	13.0	12.3	16.6	-7.8	162.3
West Virginia	14.8	15.7	16.9	17.1	16.8	15.9	14.6	15.7	-14.7	19.5
Wisconsin	12.6	12.1	12.4	11.9	11.4	10.8	9.1	-5.4	-23.0	323.5
Wyoming	6.6	7.0	9.2	9.0	8.1	7.4	6.8	36.8	-23.8	222.2
U.S. Total	11.4	11.9	13.7	14.0	13.9	13.3	12.4	23.1	-11.7	183.4

Note: Reciprocity rate refers to the average number of AFDC child recipients in each State as a percent of its population under 18 years of age

Source: U.S. Department of Health and Human Services and U.S. Bureau of the Census.

Table 2.12
Distribution of Food Stamp Households with Children and with AFDC
By State, 1995

	Total [thousands]	Households with Children					
		Number	Percent of all FS Recipients	At Least One Person on AFDC		With No One on AFDC	
				Number	Percent	Number	Percent
Alabama	209	125	59.9	40	32.0	85	68.0
Alaska	15	11	69.8	9	81.8	2	18.2
Arizona	178	123	69.0	68	55.3	55	44.7
Arkansas	107	59	55.3	19	32.2	40	67.8
California	1,176	944	80.3	856	90.7	87	9.2
Colorado	103	62	59.8	33	53.2	28	45.2
Connecticut	100	62	61.7	57	91.9	4	6.5
Delaware	21	13	63.8	9	69.2	5	38.5
Dist. of Col.	43	25	58.4	20	80.0	5	20.0
Florida	588	333	56.6	202	60.7	130	39.0
Georgia	329	197	59.9	116	58.9	81	41.1
Guam	5	4	67.5	2	50.0	2	50.0
Hawaii	55	27	48.9	20	74.1	7	25.9
Idaho	30	19	64.0	8	42.1	11	57.9
Illinois	488	267	54.7	210	78.7	57	21.3
Indiana	183	108	58.8	55	50.9	53	49.1
Iowa	75	45	60.4	32	71.1	13	28.9
Kansas	75	44	59.0	26	59.1	18	40.9
Kentucky	187	112	59.8	63	56.3	49	43.8
Louisiana	267	167	62.6	69	41.3	99	59.3
Maine	60	27	45.6	19	70.4	9	33.3
Maryland	169	103	60.9	76	73.8	27	26.2
Massachusetts	178	115	64.6	99	86.1	16	13.9
Michigan	418	235	56.3	187	79.6	49	20.9
Minnesota	131	74	56.5	57	77.0	17	23.0
Mississippi	185	110	59.4	49	44.5	61	55.5
Missouri	237	138	58.3	80	58.0	59	42.8
Montana	28	16	57.5	11	68.8	5	31.3
Nebraska	43	25	57.9	13	52.0	13	52.0
Nevada	46	25	54.9	13	52.0	12	48.0
New Hampshire	25	14	56.1	9	64.3	5	35.7
New Jersey	234	137	58.6	109	79.6	28	20.4
New Mexico	87	56	65.0	31	55.4	26	46.4
New York	1,027	465	45.2	376	80.9	89	19.1
North Carolina	258	144	55.8	88	61.1	55	38.2
North Dakota	17	9	53.5	4	44.4	5	55.6
Ohio	506	267	52.7	194	72.7	73	27.3
Oklahoma	153	88	57.6	41	46.6	47	53.4
Oregon	132	68	52.0	33	48.5	35	51.5
Pennsylvania	516	255	49.5	177	69.4	78	30.6
Rhode Island	40	26	63.9	22	84.6	4	15.4
South Carolina	140	88	62.6	46	52.3	42	47.7
South Dakota	19	12	62.7	5	41.7	6	50.0
Tennessee	281	147	52.2	84	57.1	63	42.9
Texas	948	644	67.9	239	37.1	405	62.9
Utah	44	28	63.9	14	50.0	14	50.0
Vermont	27	15	56.4	11	73.3	4	26.7
Virgin Islands	7	5	67.5	2	40.0		60.0
Virginia	235	136	57.7	64	47.1	72	52.9
Washington	204	120	58.8	93	77.5	27	22.5
West Virginia	123	67	54.3	34	50.7	32	47.8
Wisconsin	119	78	65.6	62	79.5	16	20.5
Wyoming	13	9	70.1	5	55.6	4	44.4
U.S. Total	10,883	6,492	59.7	4,261	65.6	2,231	34.4

Source: USDA, Food and Nutrition Service, Fiscal Year 1995 Quality Control Database.

Table 2.13
Distribution of AFDC Food Stamp Households, Recipients and Benefits by State, 1995

	Household Units			Persons		
	Number (In thousands)	Percent of All AFDC Units	Average Benefit	Number (In thousands)	Percent of All AFDC Recips	Persons per Unit
Alabama	41	0.9	\$139	111	0.9	2.7
Alaska	9	0.2	775	29	0.2	3.2
Arizona	68	1.6	290	195	1.5	2.9
Arkansas	19	0.4	174	52	0.4	2.8
California	868	20.0	516	2,700	21.1	3.1
Colorado	34	0.8	311	98	0.8	2.9
Connecticut	58	1.3	513	174	1.4	3
Delaware	9	0.2	311	25	0.2	2.7
Dist. of Col.	21	0.5	396	63	0.5	3
Florida	206	4.7	264	597	4.7	2.9
Georgia	118	2.7	238	344	2.7	2.9
Guam	2	0	434	6	0	3.5
Hawaii	20	0.5	666	66	0.5	3.3
Idaho	8	0.2	265	22	0.2	2.7
Illinois	213	4.9	288	653	5.1	3.1
Indiana	57	1.3	259	163	1.3	2.9
Iowa	32	0.7	342	94	0.7	2.9
Kansas	27	0.6	323	83	0.6	3
Kentucky	64	1.5	202	174	1.4	2.7
Louisiana	69	1.6	158	196	1.5	2.8
Maine	19	0.4	374	56	0.4	2.9
Maryland	82	1.9	275	234	1.8	2.9
Massachusetts	100	2.3	508	289	2.3	2.9
Michigan	195	4.5	416	585	4.6	3
Minnesota	58	1.3	477	177	1.4	3
Mississippi	49	1.1	108	145	1.1	3
Missouri	80	1.8	255	232	1.8	2.9
Montana	11	0.3	338	34	0.3	3
Nebraska	13	0.3	303	36	0.3	2.8
Nevada	14	0.3	299	39	0.3	2.8
New Hampshire	9	0.2	488	25	0.2	2.8
New Jersey	110	2.5	345	317	2.5	2.9
New Mexico	32	0.7	326	93	0.7	3
New York	393	9.0	435	1,130	8.8	2.9
North Carolina	90	2.1	231	256	2.0	2.8
North Dakota	4	0.1	343	11	0.1	2.9
Ohio	201	4.6	306	579	4.5	2.9
Oklahoma	41	0.9	287	117	0.9	2.9
Oregon	34	0.8	306	98	0.8	2.9
Pennsylvania	181	4.2	387	543	4.2	3
Rhode Island	22	0.5	421	62	0.5	2.8
South Carolina	46	1.1	184	134	1.0	2.9
South Dakota	5	0.1	300	16	0.1	2.9
Tennessee	85	2.0	172	246	1.9	2.9
Texas	239	5.5	158	651	5.1	2.7
Utah	15	0.3	347	43	0.3	2.9
Vermont	11	0.3	504	33	0.3	2.9
Virgin Islands	2	0	279	6	0.1	4
Virginia	65	1.5	257	175	1.4	2.7
Washington	95	2.2	442	290	2.3	3.1
West Virginia	35	0.8	231	96	0.8	2.8
Wisconsin	63	1.5	472	201	1.6	3.2
Wyoming	5	0.1	308	14	0.1	2.8
U.S. Total	4,345	100.0	—	12,808	100.0	2.9

Note: Estimates include all AFDC participants in the Quality Control survey, whether or not they participated in the Food Stamp Program.

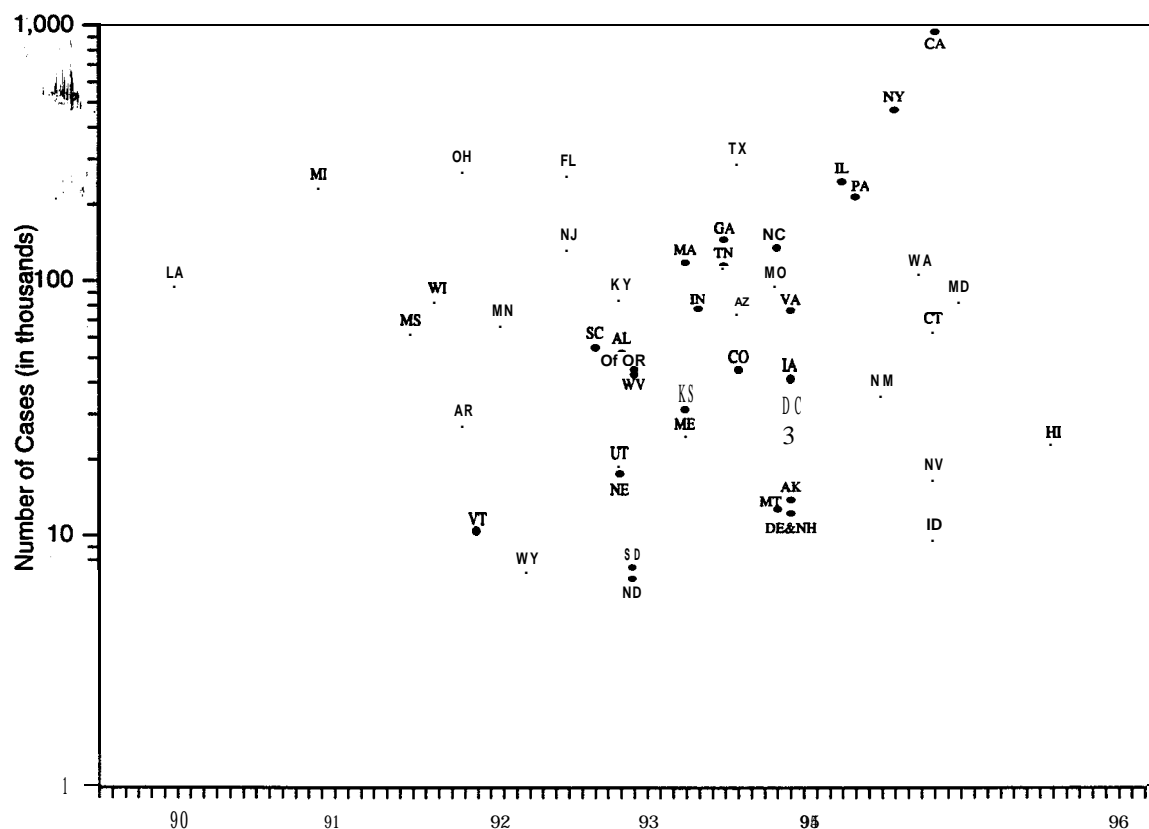
Source: USDA, Food and Nutrition Service, Fiscal Year 1995 Quality Control Database.

Peaks in AFDC Participation by State

- While Figure 2.1 previously showed that from a national perspective, the AFDC caseload peaked in **March** of 1994, the State caseloads peaked over a span of eight years.
- Figure 2.4 plots when States reached their peak **caseloads**. It is noteworthy that five of the largest States, California, New York, Texas, Illinois and Pennsylvania, experienced peaks rather late within this eight-year band of time. This had the effect of placing the National peak later in time that it otherwise would have been.
- Table 2.14 shows peak caseloads by State between October 1989 and August 1996, the month in which the peak was reached, and the percentage decline from the time of the peak to August 1996.
- Louisiana was the **first** State to achieve declining caseloads, as its peak was reached in May, 1990. Hawaii was the last State to reach its peak caseload, which was achieved in June **1996**¹. These variations in caseloads reflect local labor markets and differences in State policies.
- Nationally, the number of cases receiving AFDC declined by 13.4 percent from its peak in March 1994 to passage of PRWORA in August 1996. However, the decline in the States has varied widely. Wyoming had the largest decline in the number of cases (39.1 percent), followed by Wisconsin (37.4 percent). Hawaii (.7 percent), New Mexico (4 percent) and California (6 percent) experienced the smallest reductions in the number of participating families.
- Table 2.15 shows peaks in the number of *recipients*, whereas Table 2.14 shows peaks in the number of cases. In most States, the number of recipients peaked before the number of cases, a consequence of a trend toward fewer recipients per case.

¹ Hawaii's caseloads under AFDC and TANF have increased since that point.

Figure 2.4
Peak AFDC Caseload by State, October 1989 – August 1996
Peak plotted in Month of Occurrence



Note: It is necessary to plot the peak caseload on a logarithmic scale owing to the large differences in the size of the various States; for example, California's (CA) peak caseload of 933 thousand is roughly 10 times that of Missouri (MO) and Missouri's peak caseload of 94 thousand is about 9 times that of Vermont (VT).

Source: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Planning, Research, and Evaluation.

Table 2.14
Peak AFDC Caseload by State, October 1989 to August 1996
 [In thousands]

	October '89 Caseload	Peak Cases Oct '89 to June '96	Date Peak Caseload occurred	August '95 Caseload	August '96 Caseload	Decline ¹ from Aug. '95 (In percent)	Decline ¹ from Peak (In percent)
Alabama	44.8	52.3	Mar-93	44.0	41.0	6.7	21.6
Alaska	7.1	13.4	Apr-94	11.8	12.2	-3.3	9.0
Arizona	39.2	72.8	Dec-93	67.5	62.4	7.5	14.2
Arkansas	23.8	27.1	Mar-92	23.3	22.1	5.3	18.7
California	620.6	933.1	Mar-95	908.0	880.4	3.2	5.8
Colorado	33.9	43.7	Dec-93	37.1	34.5	7.0	21.2
Connecticut	39.3	61.9	Mar-95	60.3	57.3	4.9	7.4
Delaware	7.9	11.8	Apr-94	10.3	10.6	-3.0	10.4
Dist. of Columbia	18.2	27.5	Apr-94	26.5	25.4	4.2	7.7
Florida	126.2	259.9	Nov-92	219.6	200.9	8.5	22.7
Georgia	96.5	142.8	Nov-93	137.3	123.3	10.2	13.6
Guam	1.2	2.2	Aug-96	2.0	2.2	-11.1	0.0
Hawaii	14.3	22.1	Dec-95	21.9	21.9	-0.0	1.0
Idaho	5.8	9.5	Mar-95	8.8	8.6	2.2	9.4
Illinois	203.0	243.1	Aug-94	229.5	220.3	4.0	9.4
Indiana	51.3	76.1	Sep-93	58.5	51.4	12.1	32.4
Iowa	34.4	40.7	Apr-94	34.5	31.6	8.4	22.5
Kansas	25.3	30.8	Aug-93	27.7	23.8	14.1	22.8
Kentucky	63.2	84.0	Mar-93	73.5	71.3	3.0	15.1
Louisiana	93.2	94.7	May-90	76.1	67.5	11.3	28.8
Maine	18.4	24.4	Aug-93	20.9	20.0	4.4	18.0
Maryland	64.6	81.8	May-95	79.1	70.7	10.7	13.7
Massachusetts	91.8	115.7	Aug-93	94.5	84.7	10.4	26.8
Michigan	210.3	233.6	Apr-91	190.6	170.0	10.8	27.2
Minnesota	54.5	66.2	Jun-92	60.9	57.7	5.1	12.8
Mississippi	60.0	61.8	Nov-91	50.6	46.4	8.3	24.8
Missouri	68.4	93.7	Mar-94	87.1	80.1	8.0	14.5
Montana	9.2	12.3	Mar-94	11.2	10.1	9.5	17.6
Nebraska	14.1	17.2	Mar-93	14.7	14.1	3.8	17.7
Nevada	7.8	16.3	Mar-95	15.5	13.7	11.3	15.9
New Hampshire	5.4	11.8	Apr-94	10.2	9.1	10.7	23.0
New Jersey	103.6	132.6	Nov-92	116.6	108.4	7.0	18.3
New Mexico	18.2	34.9	Nov-94	34.2	33.4	2.4	4.4
New York	338.0	463.7	Dec-94	449.2	418.3	6.9	9.8
North Carolina	81.2	134.1	Mar-94	121.0	110.1	9.1	17.9
North Dakota	5.5	6.6	Apr-93	5.1	4.8	6.1	28.1
Ohio	222.1	269.8	Mar-92	220.3	204.2	7.3	24.3
Oklahoma	36.0	51.3	Mar-93	42.9	36.0	16.1	29.9
Oregon	31.2	43.8	Apr-93	37.6	29.9	20.4	31.7
Pennsylvania	174.4	212.5	Sep-94	199.7	186.3	6.7	12.3
Puerto Rico	58.3	61.7	Jan-92	53.1	49.9	6.0	19.2
Rhode Island	15.6	22.9	Apr-94	21.7	20.7	4.9	9.8
South Carolina	38.5	54.6	Jan-93	47.2	44.1	6.7	19.3
South Dakota	6.5	7.4	Apr-93	6.0	5.8	3.6	20.8
Tennessee	73.2	112.6	Nov-93	102.3	97.2	5.0	13.7
Texas	193.3	287.5	Dec-93	267.3	243.5	8.9	15.9
Utah	15.4	18.7	Mar-93	15.9	14.2	10.7	24.0
Vermont	7.1	10.3	Apr-92	9.5	8.8	7.2	14.6
Virgin Islands	1.0	1.4	Dec-95	1.4	1.4	0.7	4.6
Virginia	54.5	76.0	Apr-94	68.8	61.9	10.0	18.5
Washington	78.7	104.8	Feb-95	99.5	97.5	2.0	7.0
West Virginia	36.3	41.9	Apr-93	37.8	37.0	2.0	11.7
Wisconsin	79.1	82.9	Jan-92	70.0	51.9	25.8	37.4
Wyoming	5.0	7.1	Aug-92	4.8	4.3	10.0	39.1
United States	3,826	5,098	Mar-94	4,745	4,415	7.0	13.4

¹ Negative values denote percent increase.

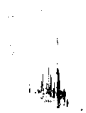
Source: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Planning, Research and Evaluation, Division of Data Collection and Analysis.

Table 2.15
Peak Number of AFDC Recipients by State, October 1989 to August 1996
 [In thousands]

	October '89 Recipients	Peak Recipients Ckt '89 to	Date Peak Occurred	August '95	August '96	Decline ¹ from Aug. '95 (In percent)	Decline ¹ from Peak (In percent)
Alabama	128	144	Mar-92	111	101	9.5	30.1
Alaska	19	40	Apr-94	35	36	-2.9	11.3
Arizona	114	203	Dec-93	183	169	7.4	16.7
Arkansas	69	76	Mar-92	60	56	6.3	26.1
California	1,810	2,721	Mar-95	2,665	2,582	3.2	5.2
Colorado	98	127	Dec-91	104	96	7.8	24.6
Connecticut	109	173	Mar-95	168	159	5.3	8.2
Delaware	20	29	Jan-94	23	24	-1.3	19.2
Dist. of Columbia	48	75	Apr-94	71	69	3.0	7.7
Florida	346	712	Nov-92	587	534	9.1	25.0
Georgia	280	402	Jan-93	377	330	12.4	17.9
Guam	4	8	Aug-96		8	-12.9	0.0
Hawaii	44	67	Jun-96	3	66	-0.8	0.8
Idaho	16	25	Mar-95	24	22	8.5	13.2
Illinois	620	720	Apr-94	674	643	4.6	10.7
Indiana	146	222	Sep-93	168	143	15.3	35.8
Iowa	96	114	Apr-94	95	86	9.0	24.7
Kansas	76	90	Mar-93	77	64	17.4	29.2
Kentucky	167	231	Mar-92	182	172	5.4	25.5
Louisiana	279	284	May-90	249	228	8.2	19.8
Maine	51	69	Dec-91	57	54	6.1	22.4
Maryland	180	228	Jan-95	218	194	10.8	14.8
Massachusetts	254	335	Dec-92	254	226	11.2	32.6
Michigan	631	704	Apr-91	566	502	11.2	28.7
Minnesota	163	201	Jun-92	180	170	5.5	15.4
Mississippi	179	182	Apr-90	138	124	10.2	31.8
Missouri	203	268	Mar-94	248	223	10.1	16.8
Montana	27	37	Jun-95	32	29	9.8	22.1
Nebraska	41	50	Mar-93	41	39	5.0	22.1
Nevada	21	43	Mar-95	40	34	14.1	19.8
New Hampshire	14	31	Apr-94	26	23	12.0	27.0
New Jersey	301	364	Dec-91	307	276	10.2	24.2
New Mexico	55	105	Nov-94	103	100	3.0	5.4
New York	967	1,273	Mar-95	1,234	1,144	7.3	10.2
North Carolina	210	340	Mar-93	301	267	11.2	21.4
North Dakota	15	19	Apr-93	14	13	7.1	31.0
Ohio	596	769	Mar-92	586	549	6.3	28.6
Oklahoma	103	147	Mar-93	118	96	18.5	34.7
Oregon	84	121	Apr-93	99	78	20.4	35.3
Pennsylvania	518	626	Mar-94	578	531	8.1	15.2
Puerto Rico	186	1%	Jan-92	162	151	7.0	22.9
Rhode Island	43	64	Apr-94	60	57	5.5	11.1
South Carolina	110	151	Jan-93	123	114	7.3	24.3
South Dakota	19	21	Mar-92	17	16	3.9	23.5
Tennessee	203	321	Jan-93	270	255	5.8	20.5
Texas	570	799	Dec-93	722	649	10.0	19.2
Utah	45	53	Mar-93	43	39	10.1	26.8
Vermont	20	30	Apr-92	27	24	8.2	18.4
Virgin Islands	3	5	Jan-96	5	5	-0.8	3.5
Virginia	147	198	Mar-94	174	153	12.2	22.7
Washington	220	297	May-94	278	269	3.1	9.4
West Virginia	110	121	Apr-93	102	89	12.7	26.4
Wisconsin	236	248	Jan-92	200	149	25.6	40.0
Wyoming	13	21	Mar-92	13	11	13.3	44.5
United States	11,029	14,398	Mar-94	13,261	12,241	8.5	15.0

¹ Negative values denote percent increase.

Source: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Planning, Research and Evaluation, Division of Data Collection and Analysis.



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Family and Household Characteristics

The previous section focused on the national and State data for the AFDC program as a whole. This **section** examines the characteristics of the cases within that caseload. The result is an evolving picture of the *typical* AFDC case, although a somewhat incomplete picture. Information about many characteristics which researchers might consider essential were not collected in the Administrative data for the program on a consistent basis.

Average Number of AFDC Recipients per Case

- From 1965 to 1996 the average case size fell by one-third, from 4.17 to 2.78 recipients per case. Most of that decline in case size occurred before 1982 (Table 3.1).
- The growth in the number of *people* participating in AFDC has been smaller than the growth in the number of *cases* because case sizes have been getting smaller over time. This is most apparent by looking at 1977 and 1982 in Table 2.1. While the number of cases in those two years is the same, the number of participants fell by over six percent (from 11.1 million to 10.4 million). The number of child recipients fell by nearly 11 percent (from 7.8 million to 7.0 million).
- The number of children per case fell by over 40 percent from its peak in 1967 of 3.28 children per case to the 1996 average of 1.91 children per case. Most of that decline occurred during the 1970s.
- The average number of adults per case remained within a range of .89 to 1.00 between 1973 and 1994. Most recently, there has been a downward trend in the number of adults per case. The 1995 average of .86 adults per case is the lowest number since 1970.

Table 3.1
Average Number of AFDC Recipients per Case, 1962 - 1996

Fiscal Year	Average Number per Case of:								
	All Recipients	All Adults	All Children	Basic Recipients	Basic Adults	Basic Children	U-P Recipients	U-P Adults	U-P Children
1962.....	3.89	0.88	3.01	3.85	0.88	2.97	4.61	0.98	3.64
1963.....	4.04	0.99	3.05	3.96	0.94	3.01	5.36	1.70	3.66
1964.....	4.13	1.03	3.09	4.02	0.98	3.05	5.69	1.91	3.78
1965.....	4.17	1.04	3.13	4.05	0.98	3.07	5.80	1.90	3.90
1966.....	4.16	1.03	3.14	4.06	0.97	3.09	5.85	1.88	3.98
1969.....	4.00	1.01	2.98	3.93	0.97	2.96	5.46	1.84	3.62
1970.....	3.88	1.01	2.87	3.82	0.97	2.85	5.36	1.92	3.44
1971.....	3.77	1.02	2.75	3.70	0.97	2.73	5.08	1.93	3.15
1972.....	3.64	1.01	2.64	3.59	0.96	2.63	4.76	1.88	2.87
1973.....	3.53	0.98	2.55	3.49	0.95	2.54	4.65	1.86	2.79
1974.....	3.42	0.95	2.47	3.39	0.93	2.46	4.59	1.80	2.79
1975.....	3.30	0.94	2.36	3.26	0.91	2.35	4.54	1.84	2.70
1976.....	3.18	0.90	2.28	3.13	0.86	2.27	4.39	1.86	2.52
1977.....	3.09	0.92	2.18	3.03	0.87	2.16	4.43	1.92	2.50
1978.....	3.01	0.90	2.11	2.96	0.86	2.10	4.45	1.92	2.53
1979.....	2.95	0.89	2.06	2.90	0.86	2.04	4.42	1.91	2.51
1980.....	2.91	0.90	2.01	2.85	0.86	1.99	4.36	1.91	2.44
1981.....	2.88	0.92	1.97	2.81	0.86	1.95	4.22	1.87	2.35
1982.....	2.92	0.97	1.95	2.83	0.91	1.93	4.22	1.87	2.34
1983.....	2.92	0.99	1.93	2.82	0.92	1.90	4.20	1.87	2.33
1984.....	2.92	1.00	1.92	2.81	0.92	1.88	4.26	1.90	2.36
1985.....	2.93	0.99	1.94	2.82	0.92	1.90	4.33	1.89	2.43
1986.....	2.93	0.99	1.95	2.83	0.92	1.91	4.35	1.89	2.46
1987.....	2.92	0.97	1.95	2.83	0.91	1.91	4.38	1.88	2.50
1988.....	2.91	0.96	1.95	2.82	0.90	1.92	4.42	1.88	2.54
1989.....	2.90	0.95	1.95	2.82	0.90	1.92	4.44	1.87	2.57
1990.....	2.88	0.93	1.95	2.80	0.88	1.92	4.41	1.84	2.57
1991.....	2.88	0.93	1.95	2.79	0.88	1.91	4.29	1.80	2.49
1992.....	2.86	0.92	1.93	2.76	0.86	1.90	4.19	1.74	2.45
1993.....	2.84	0.92	1.91	2.74	0.86	1.88	4.15	1.73	2.42
1994.....	2.82	0.92	1.90	2.72	0.85	1.86	4.16	1.74	2.42
1995.....	2.80	0.90	1.90	2.70	0.84	1.86	4.14	1.69	2.44
1996.....	2.78	0.87	1.91	2.68	0.82	1.87	4.12	1.65	2.47

Note: Data include Territories. The denominators for the Basic and U-P averages include only the cases of that type.

Source: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Planning, Research And Evaluation.

Trends in AFDC Family Size

- **Table 3.2** shows the proportion of AFDC cases of each family size. There has been a substantial change in the proportions of the caseload that make up small and large families. In 1967 and 1969 over one-third of families had five or more recipients. By 1995, only one in ten families had that many members. In 1967, one-quarter of AFDC cases included only one or two people. By 1995, nearly half of AFDC cases were of that size.

Number of Adults in AFDC Cases

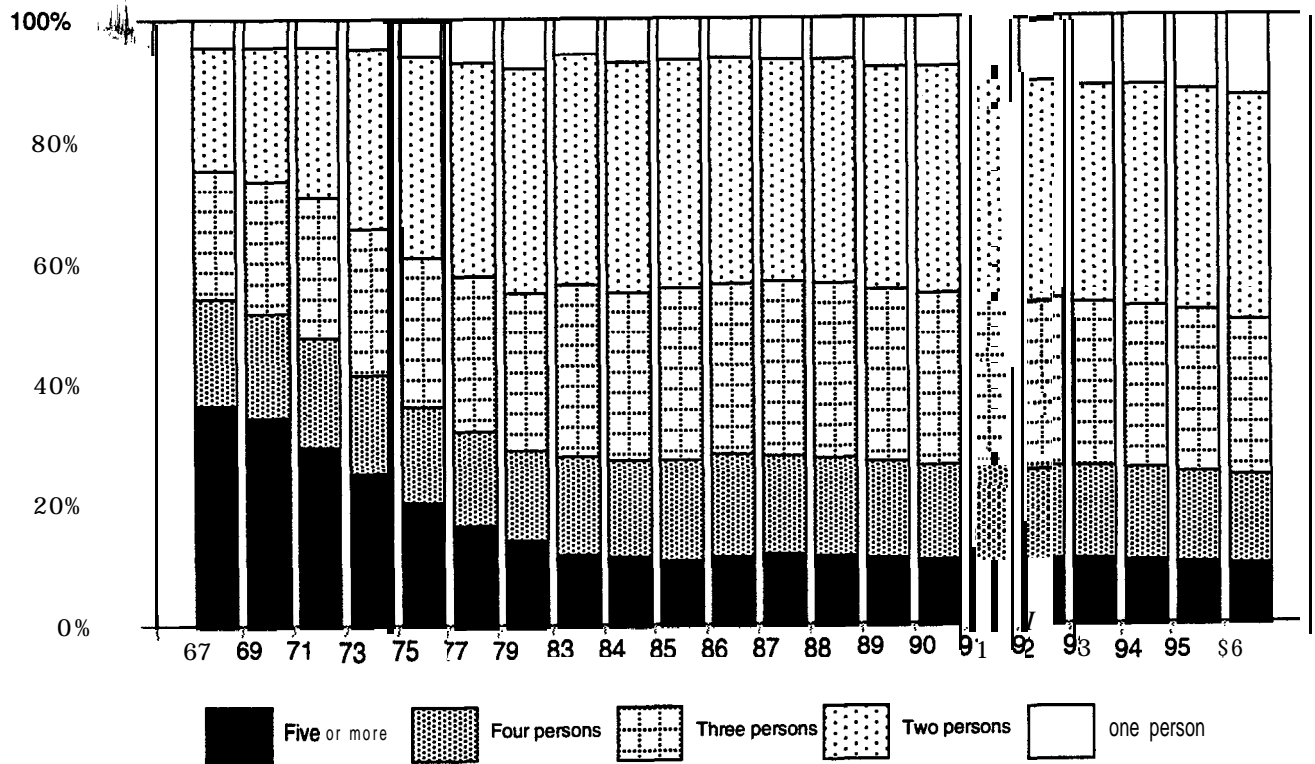
- Figure 3.1 illustrates the proportion of AFDC families that had zero, one, and two adults in the unit, over time (also Table 3.3). These data are also shown by State for recent years in Table 2.7 in the previous chapter.
- Perhaps the most noteworthy trend is the increase in recent years in the proportion of cases that counted no adults in the assistance unit. Nationally, nearly one in five AFDC cases did not include an adult in 1995. Between 1988 and 1996, the proportion of cases with no adults more than doubled from 9.6 percent to 21.5 percent. The conditions under which an AFDC case might have no eligible adult were discussed at Table 2.7 on page 8 of Chapter 2.

Table 3.2
Number of Members per AFDC Family by Proportion of Families
Selected Years, 1967 – 1996

Fiscal Year	Percentage of Families with				
	One Member	Two Members	Three Members	Four Members	Five plus Members
1967	4.2	20.5	21.1	17.5	36.8
1969.....	4.2	22.1	21.6	17.4	34.6
1971	4.3	24.6	23.4	17.8	29.5
1973.....	4.7	29.6	23.9	16.3	25.4
1975.....	6.1	32.9	24.5	15.9	20.7
1977.....	6.9	35.4	25.4	15.4	16.9
1979.....	8.1	36.7	25.9	15.0	14.3
1983.....	5.8	37.8	28.1	16.0	12.1
1984.....	9.5	41.0	25.4	12.5	11.6
1985.....	9.5	39.6	24.8	14.2	11.9
1986.....	6.4	37.2	28.1	16.7	11.7
1987.....	7.6	36.1	27.7	16.3	12.2
1988.....	8.2	38.4	26.8	14.6	12.0
1989.....	11.3	33.4	21.0	14.0	12.2
1990.....	10.7	33.5	26.8	15.9	13.1
1991	8.6	36.6	27.7	15.9	11.1
1992.....	9.9	36.4	27.6	15.1	10.9
1993.....	11.0	36.0	27.1	15.2	10.8
1994.....	11.2	36.4	26.5	15.2	10.7
1995.....	11.8	36.5	26.6	14.9	10.3
1996.....	13.1	37.1	25.4	14.4	10.0

Source: Department of Health & Human Services, Administration for Children and Families, Office of Family Assistance, *Characteristics and Financial Circumstances of AFDC Recipients*, 1996; and earlier reports.

Figure 3.1
Size of AFDC Assistance Units, Selected Years 1967 - 1996



Source: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Family Assistance, *Characteristics and Financial Circumstances of AFDC Recipients, 1996*, and earlier reports.

Table 3.3
Number of Adults per AFDC Family by Proportion of All Families
Selected Years, 1967 – 1996
 [in percent]

Fiscal Year	Percentage of Families with		
	No Adults	One Adult	Two Adults
1967	9.2	78.3	12.5
1969	9.5	78.6	11.9
1971	9.9	77.2	12.9
1973	10.4	80.0	9.6
1975	12.3	80.8	6.9
1977	14.1	78.8	7.2
1979	14.9	78.9	6.2
1981	13.9	79.3	6.8
1982	12.3	80.5	7.2
1983	8.5	81.3	10.2
1984	12.4	78.3	9.3
1985	12.0	79.1	8.9
1986	11.9	79.3	8.8
1987	9.6	80.6	9.8
1988	9.6	81.2	9.2
1989	10.6	81.6	7.8
1990	11.6	81.4	7.0
1991	12.8	79.6	7.6
1992	14.8	77.4	7.8
1993	15.8	76.1	8.1
1994	17.2	74.5	8.3
1995	18.9	73.8	7.3
1996	21.5	70.8	7.7

Source: Department of Health & Human Services, Administration for Children and Families, Office of Family Assistance, *Characteristics and Financial Circumstances of AFDC Recipients, 1996*; and earlier reports.

Number of Children in AFDC Cases

- The average number of children per AFDC case has been declining since the late 1960s. **Figure 3.2** summarizes this trend and compares the number of children in AFDC families **with** other categories of families.
- Table 3.4 shows the proportion of families with different numbers of children over time.
- **Two** trends are leading to the reduction in the number of children per case: The increase in the proportion of cases that have only one child, and the decrease in the proportion of cases that have four or more children.

In **1967, 25** percent of AFDC cases had one child; by **1995, 42** percent of AFDC cases had one child.

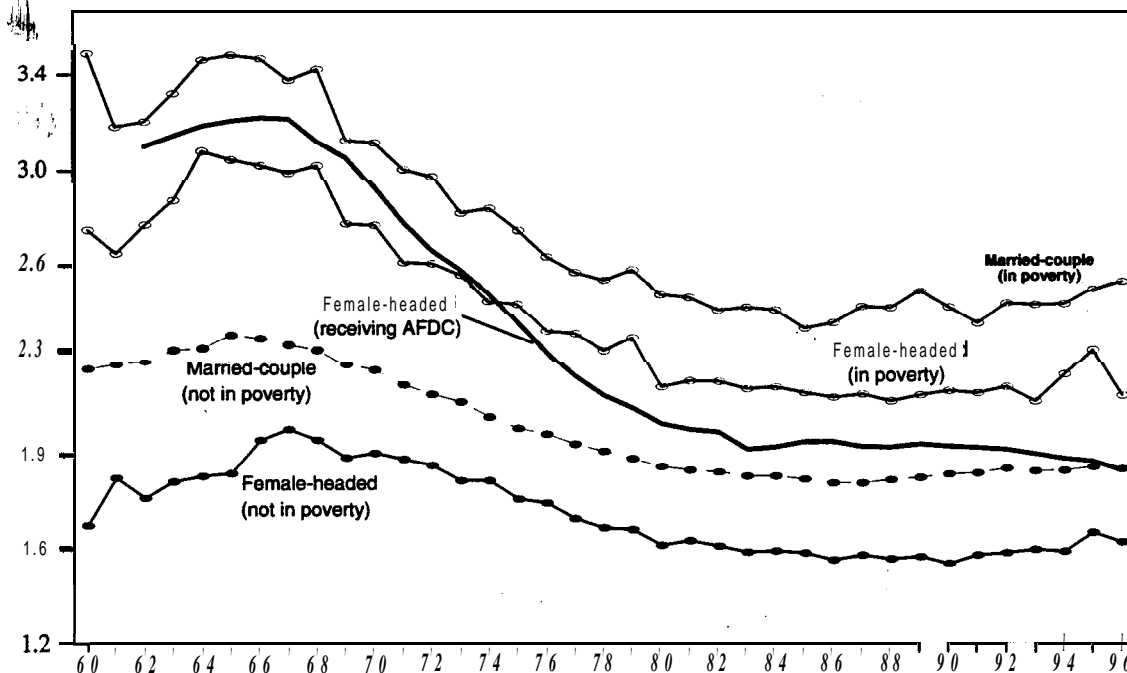
In 1967, over one-third of cases had four or more children. By 1995, less than one-tenth of cases had that many children.

General population trends only partially explain the decline in the number of children per case. For example, the increase in the proportion of AFDC families with only one child occurred while there was little change in the proportion of single-child families in the general population. However, there was a substantial reduction in the number of large families in the general population--a trend **that** is consistent with the reduction in the number of large AFDC families. Among families **with** children in the general population, the proportion with **three** or more children fell from 40 percent in 1970 to 20 percent in 1994.¹

¹Data on family size in the general population are calculated from Table 74, Families by Number of Own Children under 18 Years Old: 1970 to 1994. U.S. Bureau of the Census, *Statistical Abstract of the United States*, 1995. Percentages of families with three or more children are calculated by excluding families that have no children.

Figure 3.2

**Average Number of Children per Family
For Families with Related Children Under 18 by Living Arrangement, 1960 - 1996**
(In millions)



Note: For 1960-74 the average number of children per married-couple family is estimated based on all male-headed families of which during this period they comprised 98-99 percent.

Source: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Family Assistance, *Quarterly Public Assistance Statistics, 1992-1993* and earlier years; U.S. Bureau of the Census, "Poverty in the United States: 1996," *Current Population Reports*, Series P60-1 98 and earlier years.

Table 3.4
Number of Children per AFDC Family by Proportion of All Families
Selected Years, 1967 – 1996
 [in percent]

Fiscal Year	Percentage of Families with			
	No Child	One Child	Two Children	Four or more
1967	24.8	22.4	18.2	34.5
1969	26.6	23.0	17.7	32.5
1971	29.7	24.5	18.0	27.9
1973	33.8	25.5	16.3	24.4
1975	37.9	26.0	16.1	20.0
1977	40.3	27.3	16.1	16.3
1979	42.5	28.0	15.5	13.9
1983	43.4	29.8	15.2	11.6
1984	44.1	29.9	15.5	10.0
1985	42.7	30.7	16.1	9.5
1986	42.7	30.8	15.9	9.8
1987	42.7	30.5	16.2	10.1
1988	42.5	30.2	15.8	9.9
1989	41.8	29.3	15.4	9.6
1990	42.2	30.3	15.8	9.9
1991 .. *	42.2	30.1	16.2	10.1
1992	43.4	30.2	15.5	10.1
1993	42.8	29.9	15.5	9.8
1994	42.6	30.0	15.6	9.6
1995	42.4	30.4	15.5	9.6
1996	43.9	29.9	15.0	9.2

Source: Department of Health & Human Services, Administration for Children and Families, Office of Family Assistance. *Characteristics and Financial Circumstances of AFDC Recipients, 1996:* and earlier reports.

Age Distribution of Child Recipients

- Table 3.5 shows the percentage of AFDC recipients that fall within certain age groupings.
- In the 1967 to 1971 period, a much smaller proportion of children fell into the 0-1 and 2-5 age groupings than in recent years.

The average age of child recipients declined from 1983 to 1991, and has leveled off since that time.

The proportion of children aged 0-1 declined beginning in 1992. At the same time, the proportion of children aged 13-18 began to increase.

Table 3.5
Trends in Ages of AFDC Child Recipients
1967 – 1996

Fiscal Year	Age of Child ¹				Median Age
	0-1	2-5	6-12	13-17	
	(Percentage of AFDC Children)				(Years)
1967	9.7	23.3	41.5	25.5	8.5
1969	9.0	22.9	42.2	25.9	8.6
1971	10.2	23.3	39.7	26.8	8.5
1983	13.6	27.9	36.4	22.1	7.4
1984	13.9	28.7	36.6	20.8	7.2
1985	13.9	29.1	36.4	20.6	7.2
1986	14.4	28.6	36.9	20.1	7.1
1987	14.2	28.7	37.5	19.6	7.1
1988	13.4	28.7	37.7	20.2	7.3
1989	11.6	29.2	37.4	21.8	7.5
1990	16.2	29.5	37.1	17.2	6.7
1991	16.7	29.5	36.9	16.9	6.6
1992	16.3	30.0	36.7	17.0	6.6
1993	15.7	31.1	36.1	17.1	6.5
1994	15.2	30.7	36.1	18.0	6.7
1995	14.1	30.8	36.4	18.7	6.8
1996	13.9	29.9	37.5	18.7	7.0

¹ Unborn children were counted in the years 1967, 1969, and 1983.

Source: Department of Health & Human Services, Administration for Children and Families, Office of Family Assistance, *Characteristics and Financial Circumstances of AFDC Recipients, 1996*; and earlier reports.

Age of the Youngest Child in the AFDC Family

- There was little change in the age distribution of the youngest child in an AFDC family between 1983 and 1995 (Table 3.6).
- In 1996, two-thirds of all AFDC families had at least one pre-school aged child.

Table 3.6
Trends in Age of Youngest Child in the AFDC Family
1983 – 1996

Fiscal Year	Age of Youngest Child in AFDC Family							Median
	Unborn ^a	0-2	3-5	6-11	12-15	16-17	Unknown	Age
		(Percentage of AFDC Families)						
1983..		37.9	21.7	24.1	10.6	3.9	1.8	4.7
1984..		37.7	22.6	23.9	10.9	4.0	0.9	4.6
1985..		37.8	22.6	23.6	11.2	3.7	1.1	4.6
1986..		38.1	22.5	24.1	10.6	3.8	0.8	4.6
1987..		38.3	22.0	24.4	10.4	4.3	0.7	4.6
1988..		37.4	21.7	24.4	9.9	4.2	2.4	4.7
1989..		35.1	21.4	23.7	10.0	3.8	6.0	5.1
1990..	2.4	38.9	21.1	23.0	9.4	3.4	1.9	4.2
1991.....	2.0	39.7	20.4	23.2	9.7	3.5	1.5	4.2
1992..	2.0	40.0	21.2	23.1	9.3	3.5	0.8	4.1
1993..	1.9	40.1	21.4	22.7	9.6	3.7	0.5	4.1
1994..	1.8	38.9	21.6	22.7	9.8	3.5	1.7	4.3
1995..	1.8	36.9	22.9	23.4	9.8	3.7	1.5	4.5
1996..	1.5	34.7	23.5	24.4	10.6	3.8	1.5	4.8

^aFamilies who qualified for AFDC solely because of an unborn child were not counted until 1990.

Source: Department of Health & Human Services, Administration for Children and Families, Office of Family Assistance, *Characteristics and Financial Circumstances of AFDC Recipients*, 1996; and earlier reports.

Age of Female Adult Recipients

- The age distribution of adult female recipients shifted slightly towards an older caseload in recent years (Table 3.7). For example, in 1990, 43.7 percent of adult women were age 30 or over. By 1995, the proportion of women aged 30 or over had increased to 48.1 percent.

Minor parents remained a relatively small fraction of the caseload throughout the period between 1985 and 1995. The proportion of female adult recipients who were age 18 or younger reached its peak in 1991, at 4.3 percent, and was at its lowest in 1995 at 2.3 percent.

Table 3.7
Trends in Ages of Adult Female AFDC Recipients
1985 - 1996

Fiscal Year	Age of Adult Female ¹						Median Age
	18 and under	19-25	26-29	30-34	35-39	40 and up	
	(Percentage of AFDC Adult Females)						(Years)
1985	3.1	34.5	19.3	17.8	11.9	13.3	28.6
1986	3.3	33.6	20.0	18.1	12.0	13.0	28.6
1987	3.3	32.2	20.4	18.9	11.9	13.3	28.8
1988	3.4	32.2	19.4	19.5	12.0	13.4	29.0
	18 and under	19-24	25-29	30-34	35-39	40 and up	
1989..	3.8	26.9	25.0	19.9	11.7	12.6	28.9
1990..	4.2	27.5	24.6	19.8	12.2	11.7	28.7
1991.....	4.3	27.2	23.8	20.0	12.6	12.1	28.9
1992..	3.8	28.3	23.3	20.2	12.5	11.8	28.8
1993..	3.8	28.1	22.5	20.0	13.5	12.3	29.0
1994..	2.6	27.9	22.2	20.4	13.9	12.9	29.4
1995..	2.3	27.8	21.7	19.6	14.9	13.6	29.6
1996..	2.4	26.5	21.9	19.9	14.6	14.1	29.8

¹ From 1985 to 1988, the age categories tabulated for those under 30 were 19-21, 22-25 and 26-29; from 1989 on, the under 30 categories were single years of age up to 19 and then 21-24 and 25-29.

Source: Department of Health & Human Services, Administration for Children and Families, Office of Family Assistance, *Characteristics and Financial Circumstances of AFDC Recipients*, 1996; and earlier reports.

Distribution of AFDC Families by the Race of the Parent

- Over the period between 1983 and 1995 roughly equal proportions of cases had either white or African American parents (Table 3.8).
- The proportion of cases headed by Hispanic parents increased substantially between 1983 and 1995, nearly doubling from 10.5 percent of cases to 20.7 percent.

Table 3.8
Distribution of AFDC Families by Race of Parent
1983 – 1996

Fiscal Year	Race of Parent					
	White	African-American	Hispanic	Asian	Native-American	Unknown
1983.....	36.5	38.3	10.5	1.3	0.9	12.6
1984.....	36.6	36.7	10.7	1.8	0.9	3.9
1985.....	40.8	41.6	13.6	2.4	1.2	2.2
1986.....	39.7	40.7	14.4	2.3	1.3	1.4
1987.....	38.8	39.8	15.5	2.6	1.3	2.0
1988.....	38.8	39.8	15.7	2.4	1.4	1.9
1989.....	38.4	40.1	15.9	2.7	1.3	1.5
1990.....	38.1	39.7	16.6	2.8	1.3	1.5
1991.....	38.1	38.8	17.4	2.8	1.3	1.6
1992.....	38.9	37.2	17.8	2.8	1.4	2.0
1993.....	38.3	36.6	18.5	2.9	1.3	2.2
1994.....	37.4	36.4	19.9	2.9	1.3	2.1
1995.....	35.6	37.2	20.7	3.0	1.3	2.2
1996.....	35.9	37.2	20.7	3.0	1.3	2.2

Source: Department of Health & Human Services, Administration for Children and Families, Office of Family Assistance, *Characteristics and Financial Circumstances Of AFDC Recipients, 1996*, and earlier reports.

Distribution of AFDC Children by Race

- The proportion of recipient children who were either white or African-American remained somewhat consistent from 1983 to 1995, with each group varying within a four percentage point range (Table 3.9).
- Hispanic children began to comprise a greater percentage of the caseload over the time period, increasing from 12.6 percent of children in 1983 to 22.2 percent in 1995.
- While only a small percentage of recipients are identified as Asians, this group became an increasing proportion of the caseload throughout the period.

Table 3.9
Distribution of AFDC Children by Race
 1983-1996

Fiscal Year	Race of Child					
	White	African-American	Hispanic	Asian	Native-American	Unknown
1983.....	33.7	40.9	12.6	1.8	1.1	9.9
1984.....	34.1	40.4	13.0	2.3	1.1	9.2
1985.....	34.6	41.9	14.5	2.9	1.1	5.0
1986.....	35.1	42.0	15.6	3.1	1.3	3.0
1987.....	34.4	41.1	16.9	3.4	1.3	3.0
1988.....	33.8	41.3	17.4	2.9	1.3	3.2
1989.....	33.5	41.4	17.1	3.8	1.3	2.9
1990.....	33.1	41.4	17.7	3.9	1.3	2.7
1991.....	33.5	40.1	18.5	3.7	1.3	2.9
1992.....	33.9	38.5	18.7	3.9	1.6	3.4
1993.....	33.7	38.0	19.5	3.8	1.4	3.7
1994.....	33.0	37.9	21.2	3.6	1.4	2.9
1995.....	31.2	38.5	22.2	4.1	1.5	2.4
1996.....	31.6	38.4	22.4	3.8	1.4	2.4

Source: Department of Health & Human Services, Administration for Children and Families, Office of Family Assistance, *Characteristics and Financial Circumstances of AFDC Recipients, 1996*, and other reports.

Citizenship Status of Adult AFDC Recipients

During the past 20 years large numbers of immigrants have entered the United States under various laws. These immigrants often lack high levels of education and **valuable** skills and are thus forced to accept low-wage jobs. Some, particularly among refugee groups, have become AFDC recipients. Illegal immigrants are not and never have been eligible for assistance. Table 3.10 shows that:

- Since 1983 an **increasing proportion** of adult AFDC recipients have been non-citizens, and
- In 1996 approximately 13.3 percent of adult AFDC recipients were non-citizens.

Table 3.10
Citizenship Status of Adult AFDC Recipients
1983 - 1996

Year	Percent of Adult Recipients		Percent Change		Number of Adult Recipients		
	Citizen	Non-Citizen	Citizen	Non-Citizen	Citizen	Non-Citizen	Total
1983..	91.0	9.0			3,310	327	3,637
1984..	93.7	6.3	3.0	-30.0	3,373	227	3,600
1985..	93.4	6.6	-0.3	4.8	3,373	238	3,612
1986..	93.4	6.6	0.0	0.0	3,489	247	3,736
1987..	92.9	7.1	-0.5	7.6	3,546	271	3,817
1988..	93.4	6.6	0.5	-7.0	3,517	249	3,765
1989..	93.0	7.0	-0.4	6.1	3,444	259	3,703
1990..	91.9	8.1	-1.2	15.7	3,578	315	3,893
1991..	91.2	8.8	-0.8	8.6	3,799	367	4,166
1992..	90.7	9.3	-0.5	5.7	4,023	412	4,435
1993..	89.2	10.8	-1.7	16.1	4,105	497	4,602
1994..	87.3	12.7	-2.1	17.6	4,025	585	4,610
1995..	86.8	13.2	-0.6	3.9	3,741	569	4,310
1996..	86.7	13.3	-0.1	0.8	3,410	523	3,934

Source: Department of Health and **Human Services, Administration for Children and Families, Office of Family Assistance, Characteristics and Financial Circumstances of AFDC Recipients, 1996, and earlier reports.**

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Federal and State Expenditures for AFDC



In the 1935 Act, Congress set the Federal share of AFDC payments at 33 percent, up to individual payment maximums of \$18 for the first child and \$12 for additional children. Thus, for the first child, the maximum Federal share was \$6. Subsequently matching maximums were increased and based on average spending per recipient. In 1956 variable matching rates were established, providing more generous Federal reimbursement for States with lower per capita income. But these variable rates applied only to average expenditures, up to a ceiling, above specified amounts per recipient.

In 1965, when Medicaid was established, Federal matching for every AFDC dollar spent by the States became available. States that implemented Medicaid were allowed to apply its open-ended matching formula for claiming Federal reimbursement of a portion of total AFDC benefits as well. The matching rates for Medicaid are inversely related to State per capita income, with poorer States receiving a proportionately larger Federal match of State expenditures. The statutory minimum is 50 percent with a ceiling of 83 percent. In FY1997, the highest rate was 77.09 percent, in Mississippi.

- Table 4.1 shows the Federal Medical Assistance Percentages for each State in selected years.

Table 4.1.
Federal Medical Assistance Matching Percentages by State,
Selected Fiscal Years 1984 – 1997

	[In percent]									
	1984-85	1986	1988	1990	1992	1993	1994	1995	1996	1997
Alabama	72.1	72.3	73.3	73.2	72.9	71.5	71.2	70.5	69.9	69.5
Alaska	50.0	50.0	50.0	50.0	50.0	50.0	50.0	50.0	50.0	50.0
Arizona	61.2	62.3	62.1	61.0	62.6	65.9	65.9	66.4	66.9	65.5
Arkansas	73.7	73.8	74.2	74.6	75.7	74.4	74.5	73.8	73.6	73.3
California	50.0	50.0	50.0	50.0	50.0	50.0	50.0	50.0	50.0	50.2
Colorado	50.0	50.0	50.0	52.1	54.8	54.4	54.3	53.1	52.4	52.3
Connecticut	50.0	50.0	50.0	50.0	50.0	50.0	50.0	50.0	50.0	50.0
Delaware	50.0	50.0	51.9	50.0	50.1	50.0	50.0	50.0	50.3	50.0
Dist. of Col.	50.0	50.0	50.0	50.0	50.0	50.0	50.0	50.0	50.0	50.0
Florida	58.4	56.2	55.4	54.7	54.7	55.0	54.8	56.3	55.8	55.8
Georgia	67.4	66.1	63.8	62.1	61.8	62.1	62.5	62.2	61.9	61.5
Guam ¹	75.0	75.0	75.0	75.0	75.0	75.0	75.0	75.0	75.0	75.0
Hawaii	50.0	51.0	53.7	54.5	52.6	50.0	50.0	50.0	50.0	50.0
Idaho	67.3	69.4	70.5	73.3	73.2	71.2	70.9	70.1	68.8	68.0
Illinois	50.0	50.0	50.0	50.0	50.0	50.0	50.0	50.0	50.0	50.0
Indiana	59.9	62.8	63.7	63.8	63.9	63.2	63.5	63.0	62.6	61.6
Iowa	55.2	58.9	62.8	62.5	65.0	62.7	63.3	62.6	64.2	62.9
Kansas	50.7	50.0	55.2	56.1	59.2	58.2	59.5	58.9	59.0	58.9
Kentucky	70.7	70.2	72.3	73.0	72.8	71.7	70.9	69.6	70.3	70.1
Louisiana	64.7	63.8	68.3	73.1	75.4	73.7	73.5	72.7	71.9	71.4
Maine	70.6	68.9	67.1	65.2	62.4	61.8	62.0	63.3	63.3	63.7
Maryland	50.0	50.0	50.0	50.0	50.0	50.0	50.0	50.0	50.0	50.0
Massachusetts	50.1	50.0	50.0	50.0	50.0	50.0	50.0	50.0	50.0	50.0
Michigan	50.7	56.8	56.5	54.5	55.4	55.8	56.4	56.8	56.8	55.2
Minnesota	52.7	53.4	54.0	52.7	54.4	54.9	54.7	54.3	53.7	53.6
Mississippi	77.6	78.4	79.7	80.2	80.0	79.0	78.9	78.6	78.1	77.2
Missouri	61.4	60.6	59.3	59.2	60.8	60.3	60.6	59.9	60.1	60.0
Montana	64.4	66.4	69.4	71.4	71.7	70.9	71.1	70.8	69.4	69.0
Nebraska	57.1	57.1	59.7	61.1	64.5	61.3	62.0	60.4	59.5	59.1
Nevada	50.0	50.0	50.3	50.0	50.0	52.3	50.3	50.0	50.0	50.0
New Hampshire	59.5	54.9	50.0	50.0	50.0	50.0	50.0	50.0	50.0	50.0
New Jersey	50.0	50.0	50.0	50.0	50.0	50.0	50.0	50.0	50.0	50.0
New Mexico	69.4	68.9	71.5	72.3	74.3	73.9	74.2	73.3	72.9	72.7
New York	50.9	50.0	50.0	50.0	50.0	50.0	50.0	50.0	50.0	50.0
North Carolina	69.5	69.2	68.7	67.5	66.5	65.9	65.1	64.7	64.6	63.9
North Dakota	61.3	55.1	64.9	67.5	72.8	72.2	71.1	68.7	69.1	67.7
Ohio	55.4	58.3	59.1	59.6	60.6	60.3	60.8	60.7	60.2	59.3
Oklahoma	58.5	57.6	63.3	68.3	70.7	69.7	70.4	70.1	69.9	70.0
Oregon	57.1	61.5	62.1	63.0	63.6	62.4	62.1	62.4	61.0	60.5
Pennsylvania	56.0	56.7	57.4	56.9	56.8	55.5	54.6	54.3	52.9	52.9
Puerto Rico ¹	75.0	75.0	75.0	75.0	75.0	75.0	75.0	75.0	75.0	75.0
Rhode Island	58.2	56.3	54.9	55.2	53.3	53.6	53.9	55.5	53.8	53.9
South Carolina	73.5	72.7	73.5	73.1	72.7	71.3	71.1	70.7	70.8	70.4
South Dakota	68.3	67.8	70.4	70.9	72.6	70.3	69.5	68.1	66.7	64.9
Tennessee	70.7	70.2	70.6	69.6	68.4	67.6	67.2	66.5	65.6	64.6
Texas	54.4	53.6	56.9	61.2	64.2	64.4	64.2	63.3	62.3	62.6
Utah	70.8	72.6	73.7	74.7	75.1	75.3	74.4	73.5	73.2	72.3
Vermont	69.4	67.1	66.2	62.8	61.4	59.9	59.6	60.8	60.9	61.1
Virgin Islands ¹	75.0	75.0	75.0	75.0	75.0	75.0	75.0	75.0	75.0	75.0
Virginia	56.5	53.1	51.3	50.0	50.0	50.0	50.0	50.0	51.4	51.5
Washington	50.0	50.1	53.2	53.9	55.0	55.0	54.2	52.0	50.2	50.5
West Virginia	70.6	71.5	74.8	76.6	77.7	76.3	75.7	74.6	73.3	72.6
Wisconsin	56.9	57.5	59.0	59.3	60.4	60.4	60.5	59.8	59.7	59.0
Wyoming	50.0	50.0	58.0	66.0	69.1	67.1	65.6	62.9	59.7	59.9

¹ Federal funds limited.Source: *Federal Register*.

Federal, State, and Total AFDC Expenditures, 1970 to 1996

- Table 4.2 shows expenditures for the AFDC program and for certain closely related programs, such as emergency assistance, childcare, and JOBS programs, in actual and adjusted dollars.
- **The** last column of data shows total expenditures in 1996 constant dollars. All other columns show expenditures in nominal dollars.
- **Between** 1971 and 1996 expenditures rose from \$6 billion to \$24 billion in actual dollars. However, when adjusted to 1996 values, total expenditures increased very slightly. This trend does not reflect the sharp increases in the caseload during the 1990-1994 period.
- Table 4.3 shows the AFDC expenditures by State and Federal shares of benefits and administrative costs.
- In constant 1996 dollars, the amount spent on benefits declined from a high of \$26 billion in 1976 to \$20.4 billion in 1996 (next to last column of Table 4.3).

Table 4.2.
Trends in Federal AFDC Expenditures, 1962 - 1996

Fiscal Year	AFDC Benefits ¹ and Admin- istration (millions)	Emergency Assist- ance (millions)	Benefits & Emer- gency Assist- ance (millions)	Benefits & Emerg- ency Assist. per Poor Child (96 dollars)	AFDC & At-Risk Child Care (millions)	Child Care Admin- istration (millions)	JOBS (millions)	Total Expenditures	
								Current Dollars (millions)	constant 96 dollars (millions)
1962.....	\$780		\$780	\$219				\$780	\$3,712
1963.....	830		830	244				830	3,902
1964.....	920		920	266				920	4,274
1965.. ..	1,020		1,020	319				1,020	4,683
1966.. ..	1,090		1,090	395				1,090	4,889
1967.....	1,290		1,290	481				1,290	5,608
1968.. ..	1,610		1,610	620				1,610	6,790
1969.. ..	2,010	3	2,013	840				2,013	8,138
1970.....	2,759	6	2,765	1,020				2,765	10,650
1971.....	3,279	10	3,289	1,147				3,289	12,100
1972.. ..	3,852	22	3,874	1,338				3,874	13,765
1973.. ..	4,178	20	4,198	1,489				4,198	14,357
1974.. ..	4,450	32	4,482	1,393				4,482	14,148
1975.. ..	5,177	39	5,216	1,346				5,216	14,948
1976.. ..	5,799	28	5,827	1,525				5,827	15,662
1977.. ..	6,221	33	6,254	1,521				6,254	15,648
1978.. ..	6,362	40	6,402	1,516				6,402	15,051
1979.. ..	6,508	42	6,550	1,362				6,550	14,138
1980.. ..	7,198	57	7,255	1,217				7,255	14,042
1981.....	7,763	62	7,825	1,103				7,825	13,791
1982.. ..	7,800	51	7,851	946				7,851	12,916
1983.. ..	8,247	55	8,302	943				8,302	13,116
1984.. ..	8,669	66	8,734	985				8,743	13,222
1985.. ..	8,985	79	9,063	1,017				9,063	13,231
1986.. ..	9,633	87	9,721	1,075				9,721	13,841
1987.. ..	9,995	102	10,097	1,088				10,097	13,979
1988.. ..	10,319	139	10,458	1,117				10,458	13,910
1989.....	10,644	163	10,807	1,090				10,807	13,718
1990.. ..	11,509	171	11,680	1,052		18	383	12,081	14,608
1991.....	12,538	153	12,691	1,019	537	32	553	13,276	15,282
1992.. ..	13,717	315	14,032	1,025	773	33	617	14,682	16,403
1993.. ..	13,788	216	14,004	966	860	37	729	14,771	16,019
1994.. ..	14,192	560	14,752	1,019	1,006	52	850	15,654	16,539
1995.. ..	13,788	792	14,580	1,022	1,196	64	877	15,521	15,955
1996.. ..	12,697	922	13,619	942	1,355	71	879	14,569	14,569

¹Includes unemployed parent family benefits. AFDC benefit amounts have not been offset by child support collections.

Note: Constant dollar adjustments to 1996 level were made using a CPI-U-XI fiscal year price index.

Source: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Planning, Research, and Evaluation; U.S. Bureau of the Census, "Poverty in the United States: 1996," *Current Population Reports*, Series P60-198 and earlier years.

Table 4.3
Total, Federal, and State AFDC Expenditures, 1970 - 1996
 [In millions of current and 1996 dollars]

Fiscal Year	Federal Share (Current Dollars)		State Share (Current Dollars)		Total (Current Dollars)		Total (Constant 96 Dollars)	
	Benefits	Administra- tive Costs	Benefits	Administra- tive Costs	Benefits	Administra- tive Costs	Benefits	Administra- tive Costs
1970..	\$2,187	\$572 ¹	\$1,895	\$309	\$4,082	\$881 ¹	\$15,722	\$3,393
1971.....	3,008	271	2,469	254	5,477	525	20,147	1,931
1972..	3,612	240 ²	2,942	241	6,554	481 ²	23,283	NA
1973..	3,865	313	3,138	296	7,003	610	23,949	2,086
1974..	4,071	379	3,300	362	7,371	740	23,264	2,336
1975..	4,625	552	3,787	529	8,412	1,082	24,105	3,101
1976..	5,258	541	4,418	527	9,676	1,069	26,003	2,873
1977..	5,626	595	4,762	583	10,388	1,177	25,987	2,944
1978..	5,731	631	4,890	617	10,621	1,248	24,964	2,933
1979..	5,825	683	4,954	668	10,779	1,350	23,262	2,914
1980..	6,448	750	5,508	729	11,956	1,479	23,139	2,862
1981.....	6,928	835	5,917	814	12,845	1,648	22,635	2,904
1982..	6,922	878	5,934	878	12,857	1,756	21,148	2,888
1983..	7,332	915	6,275	915	13,607	1,830	21,495	2,891
1984..	7,793	876	6,691	822	14,483	1,698	21,922	2,570
1985..	8,095	890	6,947	889	15,042	1,779	21,956	2,597
1986..	8,640	993	7,237	967	15,878	1,960	22,604	2,790
1987.....	8,914	1,081	7,409	1,052	16,323	2,133	22,597	2,953
1988..	9,125	1,194	7,538	1,159	16,663	2,353	22,160	3,129
1989..	9,433	1,211	7,807	1,206	17,240	2,417	21,881	3,068
1990..	10,151	1,358	8,392	1,303	18,543	2,661	22,419	3,217
1991.....	11,165	1,373	9,191	1,300	20,356	2,673	23,428	3,076
1992..	12,258	1,459	9,993	1,378	22,250	2,837	24,854	3,169
1993..	12,270	1,518	10,016	1,438	22,286	2,956	24,165	3,205
1994..	12,512	1,680	10,285	1,621	22,797	3,301	24,081	3,487
1995.....	12,019	1,770	10,014	1,751	22,032	3,521	22,643	3,619
1996..	11,065	1,633	9,346	1,633	20,411	3,266	20,411	3,266

¹ Includes expenditures for services . .

² Administrative expenditures only.

³ Constant dollar adjustments to 1996 level were made using a CPI-U-XI fiscal year price index.

Note: Benefits do not include emergency assistance payments and have not been reduced by child support collections. Foster care payments are included from 1971 to 1980. Beginning in fiscal year 1984, the cost of certifying AFDC households for food stamps is shown in the Food Stamp Program's appropriation under the U.S. Department of Agriculture. Administrative costs include: Child Care administration, Work Program, ADP, FAMIS, Fraud Control, SAVE and other State and local administrative expenditures.

Source: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Program Systems.

AFDC Benefit Payments by Recipient Category, 1970-1996

AFDC benefits were payable to families with children where the children were deprived of parental support due to the death, incapacity or continued absence of a parent, or due to the unemployment of the principal wage earner. It should be noted that coverage of families with unemployed parents was not required of the States until after 1990. In 1990 only 28 of 54 States and Territories provided assistance to this group.

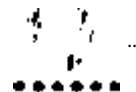
- Table 4.4 shows the distribution of AFDC benefits between eligibility categories. Payments to children deprived of parental support due to the death, incapacity, or continued absence of a parent are shown under the “Single Parent” heading; payments to families with children where the principal wage earner was unemployed appear under the “Unemployed Parent” heading.
- In general, the rate of growth in spending on unemployed parents exceeded that of single-parent families. For example, from 1979 through 1984 total AFDC payments to unemployed-parent families increased from \$522 million to \$1.6 billion--an increase of over 200 percent. At the same time, benefit payments to single-parent families increased from \$9.6 billion to \$12.8 billion--an increase of 33 percent.
- Spending on unemployed-parent families increased again between 1989 and 1994. Some of that growth can be attributed to the Family Support Act of 1988, which extended eligibility to more two-parent families. Growth in the latter part of that period reflects unfavorable economic conditions.
- Under AFDC, child support payments made on behalf of a child receiving AFDC were paid to the child support agency rather than directly to the family. If the child support payment was not large enough to result in ineligibility for AFDC, the family received its full AFDC grant, plus the first \$50 of child support collected (in some States, additional child support amounts were passed on to the family). The remainder of the child support payment was used to reimburse the Federal and State Governments for the cost of providing assistance to the family. **Column 3** shows the total amount of child support collections that was used to offset Federal and State AFDC benefit costs.

Federal and State AFDC Net Benefit Expenditures
and Unemployed Parent Programs in Current and Prior Years



Fiscal Year

1970..



1971.....

1972..

1973..

1974

Spending by States on Benefits.

Table 4.5 shows total unadjusted expenditures by States in selected years for benefits with administrative costs not included.

Table 4.6 shows the same data after they are adjusted to reflect 1996 values.

Table 4.5
Total AFDC Benefit Expenditures by State, Selected Years 1978 - 1996¹

	[Millions of dollars]							
	1978	1982	1986	1988	1992	1994	1995	1996
Alabama	\$78	\$72	\$68	\$62	\$85	\$92	\$83	\$75
Alaska	17	32	46	54	96	113	107	107
Alizcma	30	49	79	103	243	266	251	228
Arkansas	51	34	48	53	61	57	49	52
California	1.813	2.734	3.574	4.091	5.828	6.088	6.125	5.908
Colorado	74	87	107	125	163	158	143	129
Connecticut	169	210	223	218	377	397	383	323
Delaware	28	28	25	24	37	40	36	35
Dist. of Col.	91	86	77	76	102	126	124	121
Florida	145	207	261	318	733	806	764	680
Georgia	103	172	223	266	420	428	414	385
Guam	3	4	4	3	8	12	14	14
Hawaii	83	88	73	77	125	163	173	173
Idaho	21	20	19	19	24		32	30
Illinois	700	802	886	815	883	9::	882	833
Indiana	118	139	148	167	218	228	197	154
Iowa	107	127	170	155	164	169	149	131
Kansas	73	81	91	97	119	123	114	98
Kentucky	122	123	139	143	213	198	183	191
Louisiana	97	127	162	182	182	168	151	130
Maine	51	59	84	80	118	108	101	99
Maryland	166	213	250	250	333	314	308	285
Massachusetts	476	468	471	558	751	730	646	560
Michigan	780	1.064	1.248	1.231	1.162	1.132	1.000	779
Minnesota	16.5	235	322	338	387	379	356	333
Mississippi	33	55	74	85	89	82	75	68
Missouri	152	176	209	215	274	287	276	254
Montana	15	19	37	41	46	49	48	46
Nebraska	38	49	62	56	65	62	57	54
Nevada	8	12	16	20	41	48	52	48
New Hampshire	21	25	20	21	54	62	57	50
New Jersey	489	513	509	459	527	531	510	463
New Mexico	32	45	51	56	106	144	154	153
New York	1.689	1.641	2.099	2.140	2.944	2.913	3.042	2.929
North Carolina	138	143	183	206	335	353	334	300
North Dakota	14	14	20	22	28	26	23	21
Ohio	441	606	804	805	984	1.016	849	763
Oklahoma	74	74	100	119	169	165	152	122
Oregon	148	100	120	128	200	197	181	155
Pennsylvania	726	740	773	747	906	935	905	822
Puerto Rico	25	65	65	67	75	74	68	63
Rhode Island	59	70	79	82	128	136	134	125
South Carolina	52	76	103		119	115	107	101
South Dakota	18	17	19	4:	25		23	22
Tennessee	77	74	100	125	206	2::	199	190
Texas	122	118	281	344	517	544	520	496
Utah	41	47	55	61	76	77	70	64
Vermont	21	38	40	40	67	65	62	56
Virein Islands	2	3	3	2	4	4	4	4
Vireinia	136	166	179	169	225	253	222	199
Washington	175	240	375	401	606	610	606	585
West Vireinia	53	56	109	107	120	126	109	102
Wisconsin	260	407	585	506	453	425	389	291
Wvomine	6	9	16	19	27	21	21	17
United States	\$10,621	\$12,857	\$15,878	\$16,663	\$22.25 1	\$22.797	\$22,032	\$20,411

¹ Excludes Administrative Costs. Foster care **payments are** included in 1978.

Source: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Program Support, **Office** of Management Services, unpublished data from the ACF-231 AFDC Line by **Line** Report.

Table 4.6
Total AFDC Benefit Expenditures in Constant Dollars,
Selected Years 1978 - 1996¹

(Millions of 1996 dollars)

	1978	1982	1986	1988	1992	1994	1995	1996
Alabama	\$182	\$118	\$97	\$83	\$95	\$97	\$85	\$75
Alaska	40	53	65	71	108	119	110	107
Arizona	71	81	112	137	271	281	258	228
Arkansas	120	56	69	71	68		50	52
California,	4,262	4,498	5,088	5,442	6,511	6,441	6,296	5,908
Colorado	174	142	152	166	182	167	147	129
Connecticut	396	346	318	290	421	419	394	323
Delaware	65	47	35	32	42	42	37	35
Dist. of Col.	215	142	109	101	114	133	128	121
Florida	340	340	372	423	819	852	785	680
Georgia	241	283	317	354	470	452	426	385
Guam	7	7	6	4	9	13	14	14
Hawaii	196	145	104	103	140	172	178	173
Idaho	49	33	27	26	27	32	33	30
Illinois	1,644	1,320	1,261	1,084	986	965	907	833
Indiana	276	228	210	223	244	241	202	153
Iowa	251	209	242	206	184	179	154	131
Kansas	172	134	130	129	133	130	117	98
Kentucky	287	202	199	190	238	210	188	191
Louisiana	228	209	230	242	203	178	155	130
Maine	119	%	120	106	132	114	104	99
Maryland	390	350	356	333	372	332	316	285
Massachusetts	1,119	770	670	742	839	771	664	560
Michigan	1,835	1,751	1,777	1,638	1,298	1,196	1,028	779
Minnesota	387	386	459	449	432	401	366	333
Mississippi	77	91	105	113	99	86	77	68
Missouri	358	289	297	286	306	303	283	254
Montana	34	31	52	55	51	52	50	45
Nebraska	89	80	88	75	73	65	58	54
Nevada	19	20	22	27	46	51	53	48
New Hampshire	50	40	28	28	61	65	59	50
New Jersey	1,150	844	725	610	589	561	524	462
New Mexico	76	73	73	75	118	152	158	153
New York	3,971	2,700	2,988	2,847	3,289	3,078	3,127	2,929
North Carolina	325	235	260	273	375	372	344	300
North Dakota	34	24	28	29	31	27	23	21
Ohio	1,036	998	1,144	1,071	1,099	1,073	873	763
Oklahoma	174	122	143	158	189	175	156	122
Oregon	347	165	171	170	224	208	186	155
Pennsylvania	1,706	1,217	1,100	993	1,012	988	930	822
Puerto Rico	59	106	92	89	84	78	70	63
Rhode Island	138	115	112	109	143	144	137	125
South Carolina	121	125	147	121	133	122	110	101
South Dakota	42	28	28	28	28	26	23	22
Tennessee	180	122	142	167	230	227	204	190
Texas	286	194	399	458	577	575	534	496
Utah	96	78	78	82	84	82	72	64
Vermont	50	62	56	53	75	69	64	56
Virgin Islands	4	5		3	4	4	4	4
Virginia	319	272	251	224	251	267	229	199
Washington	411	394	534	534	677	644	623	585
West Virginia	124	93	155	142	134	133	112	101
Wisconsin	612	669	832	673	506	449	400	291
Wyoming	14	14	22	25	30	23	21	17
United States	\$24,969	\$21,151	\$22,607	\$22,164	\$24,858	\$24,086	\$22,646	\$20,411

¹ Excludes Administrative Costs

Note: Constant dollar adjustments to 1996 level were made using a CPI-U-XI fiscal year price index.

Source: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Program Support, Office of Management Services, unpublished data from the ACF-231 AFDC Line by Line Report.

Eligibility, Benefits and Disposable Income

This **section** summarizes the economic conditions of AFDC families from a number of different perspectives. First, the “standards of need” used to determine whether a family was eligible for the program are shown. Then the amount of cash assistance provided to families by the States over time is reviewed. Next, the effects of participation in the Food Stamp Program on the AFDC family budget are estimated and the level of benefits resulting from combining these two programs is shown. AFDC families in public housing and other rent subsidy programs are also shown. The economic effects on the household budget of working full- or part-time as a way of supplementing the AFDC grant are then reviewed. Finally, the extent to which child support payments serve as an income supplement to the AFDC grant is shown.

Standard of Need

States were required to establish a “standard of need” or maximum amount of income and other resources a family might have and be eligible for assistance. These standards of need varied by the size of the family. Each State determined eligibility by comparing family income to the State’s need standard. If the family had gross income that did not exceed 185 percent of the State’s need standard, and countable income (gross income less specified deductions) did not exceed 100 percent of the need standard, then the family was eligible for assistance. The benefit amount was subsequently determined by comparing countable income to a State’s payment standard, which was typically lower than the need standard.

The AFDC standard of need for a three-person family in each State for selected years is presented in Table 5.1.

Table 5.1
AFDC Need Standard for a Three-Person Family by State for Selected Years

	1970	1975	1980	1985	1990	1992	1994	1996
Alabama	\$184	\$180	\$192	\$384	\$578	\$637	\$673	\$673
Alaska	350	350	457	719	846	923	975	1,028
Arizona	212	233	233	233	621	964	964	964
Arkansas	149	245	234	234	705	705	705	705
California	351	316	480	587	694	694	723	730
Colorado	193	217	290	421	421	421	421	421
Connecticut	283	346	475	487	581	581	745	872
Delaware	245	245	266	287	333	338	338	338
Dist. of Col.	229	286	394	654	712	712	712	712
Florida	189	195	195	400	838	928	991	1,082
Georgia	177	193	193	366	414	424	424	424
Guam	NA	257	261	165	663	663	663	673
Hawaii	226	428	468	468	1,012	1,109	1,140	1,140
Idaho	238	345	371	554	554	554	991	991
Illinois	232	261	288	632	777	844	915	963
Indiana	272	307	307	307	320	320	320	320
Iowa	247	309	360	497	497	849	849	849
Kansas	243	321	345	365	383	403	403	429
Kentucky	208	185	188	197	526	526	526	526
Louisiana	172	164	402	579	658	658	658	658
Maine	277	277	415	510	652	553	553	553
Maryland	249	259	270	455	562	522	517	517
Massachusetts	268	259	379	439	579	579	579	565
Michigan	219	333	425	432	575	551	551	586
Minnesota	256	330	417	528	532	532	532	532
Mississippi	202	241	220	286	368	368	368	368
Missouri	285	325	312	312	312	312	846	846
Montana	221	201	259	401	453	497	530	558
Nebraska	281	279	310	350	364	364	364	364
Nevada	269	279	285	285	550	620	699	769
New Hampshire	262	308	346	389	516	516	1,674	2,034
New Jersey	302	310	360	404	424	985	985	985
New Mexico	167	197	220	258	310	324	381	389
New York	279	332	394	474	577	577	577	577
North Carolina	168	183	192	492	544	544	544	544
North Dakota	232	283	334	371	401	401	431	431
Ohio	207	346	346	652	776	853	901	950
Oklahoma	179	217	282	471	471	471	645	645
Oregon	229	369	473	386	444	460	460	460
Pennsylvania	265	296	332	587	587	587	587	614
Puerto Rico	108	108	102	160	160	360	360	360
Rhode Island	229	278	340	409	543	554	554	554
South Carolina	162	178	187	187	419	440	440	524
South Dakota	264	289	321	329	385	476	507	507
Tennessee	179	179	179	339	412	426	500	677
Texas	198	155	155	494	574	574	751	751
Utah	223	327	480	693	516	537	552	568
Vermont	287	402	670	841	973	1,122	1,148	1,173
Virgin Islands	NA	131	209	209	300	300	300	300
Virginia	240	298	344	322	322	322	322	393
Washington	258	315	458	728	907	1,014	1,158	1,252
West Virginia	220	275	275	497	497	497	991	991
Wisconsin	214	383	522	628	647	647	647	647
Wyoming	246	240	315	360	360	674	674	674

Note: Data for 1970 derived from the reported 4-person need standard and the ratio of 3-person to 4-person need standards in 1975.

Source: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Family Assistance.

Benefits

States set the amount of money that a family could receive under the

legislation proposed to Congress in 1935, a provision was included to

States to pay a reasonable subsistence compatible with decency and

the proposal by inserting the clause “as far as practicable under the c

Until the 1970s, States most comm

separate allowances for housing, utilities, food (differentiated accord

The allowances for some items, such as housing, were limited to the

ceiling’ **for** that item. U

its circumstances. In addition, many states recognized “special need

allowance for school clothes or a special diet prescribed by a physic

amount for these items to the grant. This method was cumbersome

errors.

- In 1996, the average benefit for a family receiving AFDC was \$374 per month, which was equivalent to \$134 per person.
- In constant dollars, the average **family benefit** declined steadily from 1970 to 1981--**4-4**, from \$748 to \$574. However, **the amount per person** remained relatively stable between 1970 and 1980. This difference is partially attributable to changes in the number of persons per case. The average number of recipients fell from 3.9 recipients per case in 1970 to 2.9 recipients in 1980--a decline of 25 percent in the average case size (Table 3.1). In constant dollars, benefits were largely unchanged between 1981 and 1989, as changes in average benefit levels kept pace with inflation.
- In the **1990s**, however, real average benefits declined. For example, real average benefits per family declined by 17 percent from 1990 to 1996, while real average benefits per person declined by 20 percent over the same period.
- In Table 5.2 the national average monthly benefits in nominal and constant dollars are shown for the years 1962 through 1996.
- Tables 5.3 and 5.4 show the average monthly amount spent for assistance, the number of families, and the number of recipients for each of the States in Fiscal Year 1996 for the Basic and Unemployed Parent programs respectively.
- Tables 5.5 and 5.6 show the maximum benefit for a three-person family for each State in selected years between 1970 and 1996 and the percentage change between 1970 and 1996 in both nominal and constant dollars respectively.
- In January 1996 the maximum AFDC benefits for a family of three ranged from a low of \$120 per month in Mississippi to a high of \$923 per month in Alaska. The maximum benefit in the median State was \$389 (Table 5.5).
- In constant dollars, maximum AFDC benefits for a single parent with two children declined in every State between 1970 and 1996. Only two States, California and Hawaii, experienced a decline in the value of the maximum benefit of less than 20 percent. The largest decline was in Texas, where real maximum benefits fell by 67 percent between 1970 and 1996 (Table 5.6). The median real decline in benefits was 45 percent.
- Table 5.7 shows the maximum AFDC benefit in July 1996 for each State, for varying family sizes up to six persons.

Table 5.2
Trends in Average Monthly AFDC Benefit Payments, 1962 – 1996

Fiscal Year	Monthly Benefit per Recipient		Average Number of Persons per Family	Monthly Benefit per Family (not reduced by Child Support)		Weighted Average ¹ Monthly Benefit (per 3-person Family)	
	Current Dollars	1996 Dollars		Current Dollars	1996 Dollars	Current Dollars	1996 Dollars
1962.....	\$31	\$148	3.9	121	577	NA	NA
1963.....	31	147	4.0	126	592	NA	NA
1964.....	32	148	4.1	131	610	NA	NA
1965.....	34	154	4.2	140	642	NA	NA
1966.....	35	157	4.2	146	653	NA	NA
1967.....	36	158	4.1	150	653	NA	NA
1968.....	40	167	4.1	162	682	NA	NA
1969.....	43	175	4.0	173	698	186 ²	754
1970.....	46	177	3.9	178	686	194 ²	748
1971.....	48	177	3.8	180	663	201 ²	740
1972.....	51	181	3.6	187	665	205 ²	730
1973.....	53	181	3.5	187	639	213 ²	728
1974.....	57	180	3.4	194	612	229 ²	722
1975.....		181	3.3	209	598	243	697
1976.....	4 :	191	3.2	226	606	257	690
1977.....	78	195	3.1	241	603	271	678
1978.....	83	195	3.0	249	586	284	668
1979.....	87	188	2.9	257	554	301	649
1980.....	94	182	2.9	274	529	320	619
1981.....	96	169	2.9	277	487	326	574
1982.....	103	169	2.9	300	494	331	544
1983.....	106	168	2.9	311	491	336	531
1984.....	110	167	2.9	321	487	352	532
1985.....	112	164	2.9	329	480	369	539
1986.....	116	164	2.9	339	482	383	545
1987.....	123	170	2.9	359	498	393	545
1988.....	127	169	2.9	370	493	404	537
1989.....	131	167	2.9	381	484	412	523
1990.....	135	163	2.9	389	470	421	509
1991.....	135	155	2.9	388	446	425	489
1992.....	136	152	2.9	389	434	419	468
1993.....	131	142	2.8	373	404	414	449
1994.....	134	141	2.8	376	398	420	444
1995.....	134	138	2.8	377	387	418	430
1996.....	135	135	2.8	374	374	422	422

¹ The maximum benefit for a 3-person family in each State is weighted by that State's share of total AFDC families to produce

² Estimated based on the weighted average benefit for a 4-person family.

Note: AFDC benefit amounts have not been reduced by child support collections. Constant dollar adjustments to 1996 level were
Source: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Family Assistance, *Quarterly Public Assistance Statistics, 1992 & 1993* and earlier years along with unpublished data.

Table 5.3
AFDC – Basic Program Recipients and Amounts of Payments
Fiscal Year 1996

	Basic Cash	Average Monthly	Average Monthly	Average Monthly	
	Benefit Payments	Number of	Number of	Payment per	
	(thousands)	Families	Recipients	Family	Recipient
Alabama	\$15,223	42,310	104,849	\$148	\$60
Alaska	91,414	10,443	27,855	778	292
Arizona	223,754	62,154	166,068	300	112
Arkansas	47,837	22,506	57,204	177	70
California	4,684,757	734,178	1,967,863	532	198
Colorado	124,574	35,002	96,987	297	107
Connecticut	301,573	54,865	148,190	458	170
Delaware	33,979	10,273	22,922	276	124
Dist. of Col.	120,167	25,516	69,509	392	144
Florida	668,213	209,334	550,138	266	101
Georgia	376,751	130,062	351,326	241	89
Guam	12,550	1,948	6,815	537	153
Hawaii	157,382	20,346	59,194	645	222
Idaho	28,852	8,714	21,686	276	111
Illinois	793,852	214,308	613,671	309	108
Indiana	148,019	51,540	142,326	239	87
Iowa	117,486	29,664	76,680	330	128
Kansas	93,483	23,997	63,981	325	122
Kentucky	182,552	68,781	163,745	221	93
Louisiana	131,217	70,364	234,458	155	47
Maine	88,237	18,810	49,042	391	150
Maryland	282,358	13,646	202,130	319	116
Massachusetts	526,687	85,718	225,585	512	195
Michigan	779,138	158,302	442,135	410	147
Minnesota	301,821	54,302	152,186	463	165
Mississippi	68,046	47,921	128,922	118	44
Missouri	256,363	81,612	227,827	262	94
Montana	40,148	9,902	27,120	338	123
Nebraska	50,368	13,522	35,979	310	117
Nevada	47,075	14,548	36,489	270	108
New Hampshire	48,960	9,408	23,642	434	173
New Jersey	448,177	109,117	276,407	342	135
New Mexico	148,416	32,661	95,548	379	129
New York	2,560,444	415,537	1,116,093	513	191
North Carolina	292,285	110,938	269,553	220	90
North Dakota	20,538	4,819	13,044	355	131
Ohio	112,267	194,669	497,984	305	119
Oklahoma	120,931	38,548	103,868	261	97
Oregon	184,634	31,263	78,187	492	197
Pennsylvania	853,900	183,927	516,709	387	138
Puerto Rico	63,751	50,888	154,891	104	34
Rhode Island	121,068	20,741	56,432	486	179
South Carolina	100,549	45,589	118,368	184	71
South Dakota	21,190	5,960	16,089	2 %	110
Tennessee	196,452	97,704	254,967	168	64
Texas	461,823	249,019	660,095	155	58
Utah	62,550	14,667	39,878	355	131
Vermont	41,674	7,801	20,307	445	171
Virgin Islands	4,387	1,399	4,953	261	74
Virginia	194,743	64,421	159,829	252	102
Washington	479,584	84,811	214,269	471	187
West Virginia	87,684	32,115	78,291	228	93
Wisconsin	284,489	56,382	152,501	420	155
Wyoming	16,443	4,679	12,610	293	109
U.S. Total	\$18,386,881	4,251,711	11,407,397	\$360	\$134

Source: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Financial Management.

Table 5.4
AFDC Unemployed Parent Program Recipients and Amounts of Payments
Fiscal Year 1996

	U-P Cash Benefit Payments (thousands)	Average Monthly Number of Families	Average Monthly Number of Recipients	Average Monthly Payment per	
				Family	Recipient
Alabama	\$254	83	355	\$255	\$60
Alaska	18,629	1,810	8,338	858	186
Arizona	5,895	1251	5,465	393	90
Arkansas	900	240	963	313	78
California	1,229,377	161,782	657,970	633	156
Colorado	1,704	444	1,538	320	92
Connecticut	21,360	3,253	13,543	547	131
Delaware	430	115	446	312	80
Dist. of Col.	996	145	693	573	120
Florida	11,710	2,640	10,423	370	94
Georgia	1,166	325	1,282	299	76
Guam	1,764	189	1,038	778	142
Hawaii	15,237	1,614	7,345	787	173
Idaho	1,169	293	1,240	332	79
Illinois	39,298	9,840	41,724	333	78
Indiana	4,841	1,333	5,669	303	71
Iowa	13,254	3,122	12,528	354	88
Kansas	5,211	1,151	4,515	377	96
Kentucky	9,981	3,046	11,136	273	75
Louisiana	546	217	1,092	210	42
Maine	10,278	1,650	6,835	519	125
Maryland	2,066	460	1,975	374	87
Massachusetts	20,027	2,647	11,258	631	148
Michigan	113,301	19,708	84,975	479	111
Minnesota	27,381	3,948	18,923	578	121
Mississippi	54	33	130	136	34
Missouri	3,583	1,105	4,064	270	73
Montana	5,218	934	4,072	466	107
Nebraska	2,940	644	2,745	380	89
Nevada	1,059	279	1,071	316	82
New Hampshire	718	130	558	460	107
New Jersey	15,735	2,865	12,078	458	109
New Mexico	7,645	1,191	5,575	535	114
New York	122,410	17,788	72,439	573	141
North Carolina	6,581	2,190	8,288	250	66
North Dakota	420	73	355	479	99
Ohio	53,461	12,053	47,933	370	93
Oklahoma	1,023	261	977	327	87
Oregon	13,592	2,181	8,753	519	129
Pennsylvania	31,865	6,402	26,793	415	99
Rhode Island	3,284	485	1,965	564	139
South Carolina	531	181	816	244	54
South Dakota	170	35	192	405	74
Tennessee	3,434	1,392	5,290	206	54
Texas	14,286	5,934	23,925	201	50
Utah	435	101	452	359	80
Vermont	6,829	1,257	4,987	453	114
Virginia	2,064	516	2,099	333	82
Washington	101,373	14,123	59,891	598	141
West Virginia	15,395	4,447	16,794	288	76
Wisconsin	22,008	3,676	17,723	499	103
Wyoming	217	53	229	341	79
U.S. Total	\$1,993,106	301,627	1,241,463	\$551	\$134

Source: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Financial Management.

Table 5.5
AFDC Maximum Benefit for a Three-Person Family
By State for Selected Dates

	July 1970	July 1975	July 1980	January 1985	January 1990	January 1992	January 1994	January 1996	Percent Change 1970-96
Alabama	\$65	\$108	\$118	\$118	\$118	\$149	\$164	\$164	152
Alaska	328	350	457	719	846	924	923	923	181
Arizona	138	163	202	233	293	334	347	347	151
Arkansas	89	125	161	164	204	204	204	204	129
California	186	293	473	555	694	663	607	607	226
Colorado	193	217	290	346	356	356	356	421	118
Connecticut	283	346	475	546	649	680	680	636	125
Delaware	160	221	266	287	333	338	338	338	111
Dist. of Col.	195	243	286	327	409	409	420	420	115
Florida	114	144	195	240	294	303	303	303	166
Georgia	107	123	164	208	273	280	280	280	162
Guam	NA	NA	261	265	330	330	330	330	NA
Hawaii	226	428	468	468	602	666	712	712	215
Idaho	211	300	323	304	315	315	317	317	50
Illinois	232	261	288	341	367	367	367	377	63
Indiana	120	200	255	256	288	288	288	288	140
Iowa	201	294	360	360	410	426	426	426	112
Kansas	222	321	345	373	409	422	429	429	93
Kentucky	147	185	188	197	228	228	228	262	78
Louisiana	88	128	152	190	190	190	190	190	116
Maine	135	176	280	370	453	453	418	418	210
Maryland	162	200	270	313	377	377	366	373	130
Massachusetts	268	259	379	396	539	539	579	565	111
Michigan	219	333	425	468	516	459	459	459	110
Minnesota	256	330	417	524	532	532	532	532	108
Mississippi	56	48	96	96	120	120	120	120	114
Missouri	104	120	248	263	289	292	292	292	181
Montana	202	201	259	332	359	390	401	425	110
Nebraska	171	210	310	350	364	364	364	364	113
Nevada	121	195	262	233	330	372	348	348	188
New Hampshire	262	308	346	378	506	516	550	550	110
New Jersey	302	310	360	385	424	424	424	424	40
New Mexico	149	169	220	258	264	324	357	389	161
New York	279	332	394	474	577	577	577	577	107
North Carolina	145	183	192	223	272	272	272	272	88
North Dakota	213	283	334	371	386	401	409	431	102
Ohio	161	204	263	290	334	334	341	341	112
Oklahoma	152	217	282	282	325	341	324	307	102
Oregon	184	337	386	386	432	460	460	460	150
Pennsylvania	265	296	332	364	421	421	421	421	59
Puerto Rico	43	43	44	90	90	180	180	180	319
Rhode Island	229	278	340	479	543	554	554	554	142
South Carolina	85	96	129	187	206	210	200	200	135
South Dakota	264	289	321	329	377	404	417	430	63
Tennessee	112	115	122	138	184	185	185	185	65
Texas	148	116	116	167	184	184	184	188	27
Utah	175	252	360	363	387	402	414	426	143
Vermont	267	322	492	558	662	673	638	656	146
Virgin Islands	NA	131	209	171	240	240	240	240	NA
Virginia	225	268	310	327	354	354	354	354	57
Washington	258	315	458	476	501	531	546	546	112
West Virginia	114	206	206	206	249	249	249	253	122
Wisconsin	184	342	444	533	517	517	517	517	181
Wyoming	213	235	315	360	360	360	360	360	69

Note: Data for 1970 derived from the reported **4-person** maximum benefit and the ratio of the **3-person** to **4-person** maximum benefits in 1975.

Source: U.S. Department of **Health** and Human Services, Administration for Children and Families, Office of Family Assistance.

Table 5.6
AFDC Maximum Benefit in Constant 1996 Dollars for a Three-Person Family
By State for Selected Dates

	July	July	July	January	January	January	January	January	Real Percent Change 1970-96
	1970	1975	1980	1985	1990	1992	1994	1996	
Alabama	\$250	\$310	\$228	\$172	\$143	\$166	\$173	\$164	-35
Alaska	1,263	1,003	885	1,050	1,023	1,032	975	923	-28
Arizona	532	467	391	340	354	373	367	347	-35
Arkansas	343	358	312	239	247	228	216	204	4 1
California	716	840	916	810	839	741	641	607	-16
Colorado	743	622	561	505	430	398	376	421	4 4
Connecticut	1,090	992	919	797	785	760	718	636	-42
Delaware	616	633	515	419	403	378	357	338	4 6
Dist. of Col.	751	6 %	554	477	495	457	444	420	4 5
Florida	439	413	377	350	356	339	320	303	-32
Georgia	412	353	317	304	330	313	2 %	280	-33
Guam	NA	NA	505	387	399	369	349	330	NA
Hawaii	871	1,227	906	683	728	744	752	712	-19
Idaho	813	860	625	444	381	352	335	317	-61
Illinois	894	748	557	498	444	410	388	377	-58
Indiana	462	573	494	374	348	322	304	288	-38
Iowa	774	843	697	526	496	476	450	426	-45
Kansas	855	920	668	545	495	471	453	429	-50
Kentucky	566	530	364	288	276	255	241	262	-54
Louisiana	339	367	294	277	230	212	201	190	-44
Maine	520	504	542	540	548	506	442	418	-20
Maryland	624	573	523	457	479	421	387	373	-41
Massachusetts	1,032	742	734	578	652	602	612	565	4 6
Michigan	844	954	823	683	624	513	485	459	4 6
Minnesota	986	946	807	765	643	594	562	532	-47
Mississippi	216	138	186	140	145	134	127	120	4 5
Missouri	401	344	480	384	349	326	309	292	-28
Montana	778	576	501	485	434	436	424	425	4 6
Nebraska	659	602	600	511	440	407	385	364	4 5
Nevada	466	559	507	340	399	416	368	348	-26
New Hampshire	1,009	883	670	552	612	576	581	550	4 6
New Jersey	1,163	888	697	562	513	474	448	424	-64
New Mexico	574	484	426	377	319	362	377	389	-33
New York	1,075	952	763	692	698	645	610	577	4 7
North Carolina	559	524	372	326	329	304	287	272	-52
North Dakota	820	811	647	542	467	448	432	431	4 8
Ohio	620	585	509	423	404	373	360	341	4 5
Oklahoma	586	622	546	412	393	381	342	307	4 8
Oregon	709	966	747	564	522	514	486	460	-36
Pennsylvania	1,021	848	643	531	509	470	445	421	-59
Puerto Rico	166	123	85	131	109	201	190	180	8
Rhode Island	882	797	658	699	657	619	585	554	-38
South Carolina	327	275	250	273	249	235	211	200	-39
South Dakota	1,017	828	621	480	456	451	441	430	-58
Tennessee	431	330	236	201	222	207	195	185	-57
Texas	570	332	225	244	222	206	194	188	-67
Utah	674	722	697	530	468	449	437	426	-37
Vermont	1,029	923	952	815	800	752	674	656	-37
Virgin Islands	NA	375	405	250	290	268	254	240	NA
Virginia	867	768	600	477	428	395	374	354	-60
Washington	994	903	887	695	606	593	577	546	4 6
West Virginia	439	590	399	301	301	278	263	253	4 3
Wisconsin	709	980	859	778	625	578	546	517	-28
Wyoming	820	674	610	526	435	402	380	360	-57

Note: Data for 1970 derived from the reported **4-person** maximum benefit and the ratio of the **3-person** to **4-person** maximum benefits in 1975. Constant dollar adjustments to 1996 level were made using a CPI-U-XI fiscal year price index.

Source: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Family Assistance.

Table 5.7

~~Maximum AFDC Benefits by Family Size and by State, July 1996~~

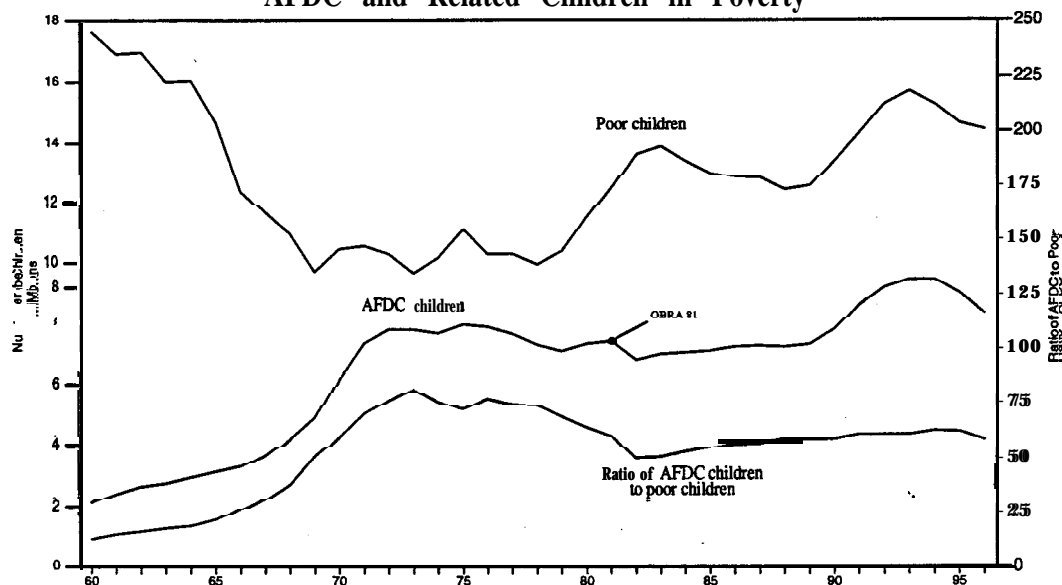
State	Applicability	1-Person Family	2-Person Family	3-Person Family	4-Person Family	5-Person Family	6-Person Family
Alabama	Statewide	\$111	\$137	\$164	\$194	\$225	\$252
Alaska	Statewide	514	821	923	1,025	1,127	1,229
Arizona	Statewide	204	275	347	418	489	561
Arkansas	Statewide	81	162	204	247	286	331
California	Statewide	293	479	596	707	806	905
Colorado	Statewide	214	280	356	432	512	590
Connecticut	Region A	402	513	636	741	835	935
Delaware	Statewide	201	270	338	407	475	544
Dist. of Col.	Statewide	262	326	415	507	585	688
Florida	Statewide	180	241	303	364	426	487
Georgia	Statewide	155	235	280	330	378	410
Guam	Statewide	420	537	673	776	874	985
Hawaii	Statewide	418	565	712	859	1,006	1,153
Idaho	Statewide	205	251	317	382	448	513
Illinois	Group 1	212	278	377	414	485	545
Indiana	Statewide	139	229	288	346	405	463
Iowa	Statewide	183	361	426	495	548	610
Kansas	Schedule 1	267	352	429	497	558	619
Kentucky	Statewide	186	225	262	328	383	432
Louisiana	Urban	72	138	190	234	277	316
Maine	Statewide	198	312	418	526	632	739
Maryland	Statewide	165	292	373	450	521	573
Massachusetts	Statewide	383	474	565	651	741	832
Michigan	Region IV (Wayne Co.)	276	371	459	563	689	792
Michigan	Region VI (Washtenaw)	305	401	489	593	659	822
Minnesota	Statewide	187	437	532	621	697	773
Mississippi	Statewide	60	96	120	144	168	192
Missouri	Statewide	136	234	292	342	388	431
Montana	Statewide	261	349	438	527	615	703
Nebraska	Statewide	222	293	364	435	506	577
Nevada	Statewide	229	289	348	408	468	528
New Hampshire	Statewide	414	481	550	613	673	754
New Jersey	Statewide	162	322	424	488	522	616
New Mexico	Statewide	231	310	389	469	548	627
New York	New York City	352	576	703	687	800	1,038
New York	Suffolk co.	446	468	577	824	949	884
North Carolina	Statewide	181	236	272	297	324	349
North Dakota	Statewide	223	333	431	517	591	653
Ohio	Statewide	203	279	341	421	493	549
Oklahoma	Statewide	190	238	307	380	445	509
Oregon	Statewide	310	395	460	565	660	755
Pennsylvania	Croup 1	215	330	421	514	607	687
Puerto Rico	Statewide	132	156	180	204	228	252
Rhode Island	Statewide	327	449	554	632	710	800
South Carolina	Statewide	118	159	200	241	281	322
South Dakota	Statewide	304	380	430	478	528	578
Tennessee	Statewide	95	142	185	226	264	305
Texas	Statewide	78	163	188	226	251	288
Utah	Statewide	246	342	426	498	567	625
Vermont	Chittenden	433	533	633	711	798	853
Virgin Islands	Statewide	120	180	240	300	360	420
Virginia	Croup 3	220	294	354	410	488	534
Washington	Statewide	349	440	546	642	740	841
West Virginia	Statewide	149	201	253	312	360	413
Wisconsin	Urban	248	440	517	617	708	766
Wyoming	Urban	195	320	360	390	450	510

Source: Congressional Research Service, on the basis of a telephone survey of the States.

Comparing AFDC Benefits to the Poverty Level.

Each year the Bureau of the Census publishes an estimate of the number of persons and families in poverty, and their characteristics. A definition of poverty was developed by the Social Security Administration and revised by a Federal Interagency Committee in 1969. This definition provides a range of income levels adjusted by such factors as family size, age of family head, number of children under 18 years of age, and farm or non-farm residences. The annual adjustments reflect changes in the average annual total Consumer Price Index (CPI). The Poverty Index is a useful point of comparison because it has been consistently published since 1969 and is adjusted to reflect variations in family size.¹ The relationship between the numbers of children in poverty and those receiving AFDC is shown in Figure 5.2. From about 1980 onward, AFDC-recipient children have constituted 50 to 60 percent of all the poor children.

Figure 5.2
AFDC and Related Children in Poverty



Source: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Planning, Research, and Evaluation; U.S. Bureau of the Census, "Poverty in the United States: 1996," *Current Population Reports, Series P60-198* and earlier years.

¹ In a recently published study, the National Academy of Sciences suggested revisions in both the family size adjustment and the method of updating the poverty measure over time. See Panel on Poverty and Family Assistance: Concepts, Information Needs, and Measurement Methods. *Measuring Poverty: A New Approach*. Washington, DC, National Academy Press, 1995.

In the tables that follow (5.8, 5.9, and 5.10) the maximum benefit for two-, three- and **four-** person households in each of the States for selected years between 1970 and 1996 has been calculated as a percent of the national Poverty Index for that year. Since 1980, the maximum benefit has been below the poverty level in **all** States. The range for a 2-person household in January 1996 was between 10.9 percent (Mississippi) and 74.6 percent (Alaska) of the poverty line. The median of the maximum AFDC benefit for a two-person household in 1996 was 35 **percent** of the poverty line. The range of change between 1970 and 1996 for two-person households is between a 16-20 percent increase (Alaska and Puerto Rico) and a 70 percent decrease (Illinois).

Table 5.8
AFDC Maximum Benefit for a Two-Person Family as a Percentage of Poverty
By State for Selected Dates

	July	July	July	January	January	January	January	January	Percent
	1970	1975	1980	1985	1990	1992	1994	1996	Change
									1970-96
Alabama	24.0	26.5	19.3	14.6	12.0	15.6	16.5	15.6	-35
Alaska	64.5	79.6	69.4	84.7	82.1	83.5	79.0	74.6	16
Arizona	49.3	41.8	33.8	29.9	31.8	34.9	33.1	31.2	-37
Arkansas	36.9	36.5	28.8	26.2	22.1	20.6	19.5	18.4	-50
California	68.2	78.6	82.8	78.7	76.4	68.0	58.9	54.4	-20
Colorado	70.5	57.1	49.6	45.1	38.2	35.6	33.7	31.8	-55
Connecticut	92.2	92.2	83.0	65.9	64.5	60.1	56.9	58.3	-37
Delaware	57.6	54.1	42.7	35.2	36.2	34.3	32.5	30.7	47
Dist. of Col.	71.0	63.7	48.8	42.6	43.8	40.8	39.7	37.0	48
Florida	40.1	36.8	32.5	30.7	30.7	30.6	29.0	27.4	-32
Georgia	32.7	28.2	29.7	31.0	31.2	29.9	28.3	26.7	-18
Guam	74.2	53.4	43.6	19.9	72.5	67.5	63.9	61.0	-18
Hawaii	75.7	103.6	73.5	56.3	59.8	60.8	59.1	55.8	-26
Idaho	84.3	83.6	56.3	40.7	34.7	32.3	30.2	28.5	-66
Illinois	105.	71.7	51.6	41.5	36.6	34.1	33.4	31.6	-70
Indiana	46.1	49.8	42.3	32.4	31.2	29.1	27.5	26.0	44
Iowa	69.6	73.7	63.3	48.5	49.3	45.9	43.4	41.0	42
Kansas	70.0	88.6	62.8	49.8	42.6	41.4	39.2	40.0	43
Kentucky	51.2	44.8	35.1	28.2	26.7	24.9	23.6	25.6	-50
Louisiana	30.4	30.5	23.8	22.7	18.6	17.3	16.4	15.7	48
Maine	45.2	42.5	44.9	45.6	46.0	42.8	37.5	35.4	-22
Maryland	59.4	51.8	45.7	42.5	43.3	37.4	35.1	33.2	44
Massachusetts	96.8	71.3	68.1	59.4	66.3	61.8	58.5	53.8	44
Michigan	83.4	89.6	75.9	56.1	51.2	47.1	44.6	42.1	49
Minnesota	93.1	90.2	74.6	72.0	59.6	55.5	52.6	49.6	47
Mississippi	22.1	10.0	13.0	15.9	13.1	12.2	11.5	10.9	-51
Missouri	36.9	29.9	43.1	36.3	31.9	29.7	28.1	26.6	-28
Montana	60.8	49.1	41.8	46.3	40.3	40.9	39.9	39.6	-35
Nebraska	64.5	58.1	54.2	46.5	40.0	37.2	35.2	33.3	48
Nevada	38.7	53.1	45.7	38.0	36.8	36.7	34.6	32.8	-15
New Hampshire	101.	87.3	63.3	54.6	61.5	57.3	57.7	54.6	46
New Jersey	107.	78.0	59.2	50.9	43.9	40.9	38.7	36.6	-66
New Mexico	55.8	45.8	38.6	34.8	33.7	32.8	36.6	35.2	-37
New York	100.	90.2	72.2	66.2	63.9	59.5	56.3	53.2	47
North Carolina	58.1	52.8	36.2	35.5	32.2	30.0	28.4	26.8	-54
North Dakota	82.0	73.0	58.5	50.0	44.5	41.4	40.1	37.8	-54
Ohio	64.5	55.7	46.8	39.5	37.4	34.8	33.6	31.7	-51
Oklahoma	55.3	57.4	47.2	36.2	34.4	33.5	30.2	27.0	-51
Oregon	66.4	86.6	81.1	54.8	51.9	50.2	47.5	44.9	-32
Pennsylvania	100.	80.6	59.2	45.3	43.1	40.2	38.0	37.5	-63
Puerto Rico	14.7	10.6	7.4	9.3	7.6	19.8	18.8	17.7	20
Rhode Island	93.1	77.3	59.8	54.9	60.0	57.1	54.0	51.0	45
South Carolina	29.5	24.9	21.5	23.9	22.5	21.2	19.1	18.1	-39
South Dakota	101.	82.3	60.7	47.5	46.4	45.4	45.7	43.2	-57
Tennessee	44.7	32.8	21.0	19.4	20.5	18.0	17.1	16.1	-64
Texas	52.1	28.5	18.6	23.9	21.6	20.1	19.6	18.5	-64
Utah	72.8	66.0	60.2	50.0	42.3	41.0	39.9	38.8	47
Vermont	105.	87.9	88.9	75.8	75.9	70.4	65.8	60.5	42
Virgin Islands	33.6	30.5	33.4	20.9	24.6	22.9	21.7	20.4	-39
Virginia	85.7	74.0	55.9	38.3	31.5	29.4	27.8	33.4	-61
Washington	105.	86.3	81.5	62.1	55.1	54.4	52.9	50.0	-52
West Virginia	44.7	54.4	35.5	33.4	27.4	25.5	24.2	22.8	49
Wisconsin	74.2	96.9	81.7	75.3	60.0	55.9	52.9	50.0	-33
Wyoming	75.1	66.4	60.7	53.1	43.7	40.7	38.5	36.3	-52

Source: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Family Assistance.

Table 5.9
AFDC Maximum Benefit for a Three-Person Family as a Percentage of Poverty
By State for Selected Dates

	July 1970	July 1975	July 1980	January 1985	January 1990	January 1992	January 1994	January 1996	Percent Change 1970-96
Alabama	25.2	30.2	21.6	16.5	13.6	16.0	16.6	15.7	-38
Alaska	101.6	78.3	66.8	80.5	77.9	79.3	75.0	70.8	3 0
Arizona	53.4	45.6	36.9	32.6	33.7	35.8	35.2	33.3	-38
Arkansas	34.5	34.9	29.4	23.0	23.5	21.9	20.7	19.6	4 3
California	72.0	81.9	86.5	77.7	79.9	71.1	61.6	58.2	-19
Colorado	74.7	60.7	53.0	48.4	41.0	38.2	36.1	40.4	4 6
Connecticut	109.6	96.7	86.8	76.4	74.7	72.9	69.0	61.0	4 4
Delaware	62.0	61.8	48.6	40.2	38.4	36.3	34.3	32.4	4 8
Dist. of Col.	75.5	67.9	52.3	45.8	47.1	43.9	42.6	40.3	4 7
Florida	44.1	40.3	35.6	33.6	33.9	32.5	30.8	29.1	-34
Georgia	41.4	34.4	30.0	29.1	31.4	30.0	28.4	26.8	-35
Guam	NA	NA	47.7	37.1	38.0	35.4	33.5	31.6	NA
Hawaii	76.1	104.0	74.4	57.0	60.3	62.1	62.9	59.4	-22
Idaho	81.7	83.9	59.0	42.6	36.3	33.8	32.2	30.4	-63
Illinois	89.8	73.0	52.6	47.7	42.3	39.4	37.3	36.1	-60
Indiana	46.5	55.9	46.6	35.8	33.2	30.9	29.2	27.6	-41
Iowa	77.8	82.2	65.8	so.4	47.2	45.7	43.2	40.8	4 8
Kansas	86.0	89.7	63.1	52.2	47.1	45.3	43.5	41.1	-52
Kentucky	56.9	51.7	34.4	27.6	26.3	24.5	23.1	25.1	-56
Louisiana	34.1	35.8	27.8	26.6	21.9	20.4	19.3	18.2	4 7
Maine	52.3	49.2	51.2	51.8	52.2	48.6	42.4	40.1	-23
Maryland	62.7	55.9	49.4	43.8	45.6	40.4	37.2	35.8	4 3
Massachusetts	103.8	72.4	69.3	55.4	62.1	57.8	58.8	54.2	4 8
Michigan	84.8	93.1	77.7	65.5	59.4	49.2	46.6	44.0	4 8
Minnesota	99.1	92.2	76.2	73.3	61.3	57.1	54.0	51.0	4 9
Mississippi	21.7	13.4	17.5	13.4	13.8	12.9	12.2	11.5	4 7
Missouri	40.3	33.5	45.3	36.8	33.3	31.3	29.6	28.0	-30
Montana	78.2	56.2	47.3	46.5	41.3	41.8	40.7	40.7	4 8
Nebraska	66.2	58.7	56.7	49.0	41.9	39.0	37.0	34.9	4 7
Nevada	46.9	54.5	47.9	32.6	38.0	39.9	35.3	33.4	-29
New Hampshire	101.5	86.1	63.2	52.9	58.3	55.4	55.8	52.7	4 8
New Jersey	116.9	86.7	65.8	53.9	48.8	45.5	43.0	40.7	-65
New Mexico	57.7	47.2	40.2	36.1	30.4	34.8	36.2	37.3	-35
New York	108.0	92.8	72.0	66.3	66.5	61.9	58.6	55.3	4 9
North Carolina	56.1	51.2	35.1	31.2	31.3	29.2	27.6	26.1	-54
North Dakota	82.5	79.1	61.1	51.9	44.5	43.0	41.5	41.3	-50
Ohio	62.3	57.0	48.1	40.6	38.5	35.8	34.6	32.7	4 8
Oklahoma	58.9	60.7	51.5	39.5	37.4	36.6	32.9	29.4	-50
Oregon	71.2	94.2	70.6	54.0	49.8	49.3	46.7	44.1	-38
Pennsylvania	102.6	82.7	60.7	51.0	48.5	45.2	42.7	40.4	-62
Puerto Rico	16.7	12.0	8.0	12.6	10.4	19.3	18.3	17.3	4
Rhode Island	88.7	77.7	62.1	67.0	62.5	59.4	56.2	53.1	4 0
South Carolina	32.9	26.8	23.6	26.2	23.7	22.5	20.3	19.2	4 2
South Dakota	102.2	80.8	58.7	46.1	43.4	43.3	42.3	41.2	-60
Tennessee	43.4	32.1	22.3	19.3	21.2	19.8	18.8	17.7	-59
Texas	57.3	32.4	21.2	23.4	21.2	19.7	18.7	18.0	-69
Utah	67.8	70.4	65.8	50.8	44.6	43.1	42.0	40.8	4 0
Vermont	103.4	90.0	89.9	78.1	76.2	72.2	64.8	62.9	-39
Virgin Islands	NA	36.6	38.2	23.9	27.6	25.7	24.4	23.0	NA
Virginia	87.1	74.9	56.7	45.8	40.8	38.0	35.9	33.9	-61
Washington	99.9	88.1	83.7	66.6	57.7	57.0	55.4	52.3	4 8
West Virginia	44.1	57.6	37.7	28.8	28.7	26.7	25.3	24.3	4 5
Wisconsin	71.2	95.6	81.2	74.6	59.5	55.5	52.5	49.6	-30
Wyoming	82.5	65.7	57.6	so.4	41.5	38.6	36.5	34.5	-58

Note: Data for 1970 derived from the reported 4-person maximum benefit and the ratio of the 3-person to 4-person maximum benefits in 1975.

Source: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Family Assistance.

Table 5.10
AFDC Maximum Benefit for a Four-Person Family as a Percentage of Poverty
By State for Selected Dates

	July 1970	July 1975	July 1980	January 1985	January 1990	January 1992	January 1994	January 1996	Percent Change 1970-96
Alabama	24.5	29.5	21.1	16.1	13.2	14.1	15.4	14.5	-41
Alaska	90.7	69.8	58.6	69.9	67.5	68.6	65.0	61.4	-32
Arizona	50.5	43.0	34.8	30.8	31.7	35.0	33.1	31.3	-38
Arkansas	30.2	30.5	26.8	24.5	22.2	20.7	19.6	18.5	-39
California	66.8	76.1	80.3	76.2	74.0	66.0	57.3	52.9	-21
Colorado	71.1	57.6	50.1	45.9	38.8	36.2	34.2	32.3	-55
Connecticut	99.8	87.9	78.9	62.5	61.4	57.2	54.1	55.5	-44
Delaware	56.6	56.3	44.5	38.1	36.1	34.1	32.3	30.5	4 6
Dist. of Col.	72.0	64.8	49.8	43.6	44.8	41.8	41.5	37.9	4 7
Florida	40.5	37.1	32.8	31.0	31.1	30.5	28.8	27.2	-33
Georgia	40.2	33.4	27.5	28.8	28.9	27.6	26.2	24.7	-39
Guam	22.7	16.4	43.6	22.9	68.8	64.1	60.7	58.1	156
Hawaii	69.2	94.3	67.7	51.8	59.4	60.8	59.2	55.9	-19
Idaho	73.2	75.1	52.3	37.6	32.1	29.9	30.3	28.6	-61
Illinois	85.3	69.2	49.9	40.2	37.2	34.7	32.8	31.0	-64
Indiana	45.4	54.5	44.9	34.5	31.1	29.0	27.4	25.9	4 3
Iowa	73.5	77.7	59.8	45.8	44.5	41.4	39.2	37.0	-50
Kansas	73.8	77.0	55.6	45.9	39.9	39.4	37.3	37.2	-50
Kentucky	56.6	51.3	33.5	26.9	25.6	23.9	22.6	24.5	-57
Louisiana	33.0	34.5	26.7	25.6	21.0	19.6	18.5	17.5	-47
Maine	50.8	47.8	50.2	53.4	51.1	47.6	43.4	39.4	-23
Maryland	59.3	52.8	46.5	43.1	43.9	38.0	35.7	33.7	4 3
Massachusetts	95.0	66.3	63.3	55.1	60.0	55.9	52.9	48.7	4 9
Michigan	79.5	87.1	71.5	55.9	51.3	47.1	44.6	42.1	4 7
Minnesota	90.4	84.0	69.3	67.3	55.8	52.0	49.2	46.5	4 9
Mississippi	21.2	13.1	17.1	15.7	12.9	12.1	11.4	10.8	4 9
Missouri	39.3	32.7	41.4	34.9	30.6	28.5	27.1	25.6	-35
Montana	69.0	49.5	47.2	46.4	40.0	40.9	39.5	39.4	4 3
Nebraska	60.5	53.5	52.8	45.9	39.1	36.4	34.5	32.6	4 6
Nevada	43.2	50.2	44.8	37.2	35.0	34.1	32.3	30.5	-29
New Hampshire	88.9	75.5	55.9	48.3	51.7	48.1	48.6	45.9	4 8
New Jersey	104.9	77.7	59.0	50.8	43.8	40.9	38.7	36.5	-65
New Mexico	55.0	44.9	38.1	34.2	33.5	32.6	36.3	35.1	-36
New York	101.6	87.3	67.9	61.8	61.7	57.5	54.4	51.4	4 9
North Carolina	47.8	43.6	30.0	29.4	26.7	24.9	23.5	22.2	-53
North Dakota	78.9	75.7	58.2	49.6	44.1	41.1	41.0	38.7	-51
Ohio	60.5	55.4	46.6	39.3	37.1	34.6	33.4	31.5	4 8
Oklahoma	55.9	57.6	49.8	39.4	36.2	35.4	31.9	28.4	4 9
Oregon	68.0	90.1	81.2	52.6	48.6	47.3	44.8	42.3	-38
Pennsylvania	94.7	76.1	56.3	46.8	44.6	41.6	39.4	38.5	-59
Puerto Rico	16.0	11.6	7.7	11.4	9.3	17.1	16.2	15.3	-5
Rhode Island	79.5	69.6	55.5	51.0	55.7	52.9	50.1	47.3	-41
South Carolina	31.1	25.5	22.5	26.1	22.3	21.1	19.0	18.0	4 2
South Dakota	90.7	71.8	51.5	40.5	38.5	37.7	37.9	35.8	-61
Tennessee	39.0	28.8	21.1	20.3	21.4	18.9	17.9	16.9	-57
Texas	54.1	30.5	20.0	24.1	19.9	18.5	17.9	16.9	-69
Utah	64.1	66.8	61.2	47.9	49.6	39.3	38.4	37.3	4 2
Vermont	91.9	80.1	78.9	67.4	66.7	61.9	57.9	53.2	4 2
Virgin Islands	40.8	36.2	37.5	23.5	26.9	25.1	23.8	22.4	4 5
Virginia	78.9	67.9	51.3	37.9	31.2	29.0	27.5	30.7	-61
Washington	91.6	80.7	76.4	59.4	52.9	52.2	50.9	48.0	4 8
West Virginia	41.7	54.3	35.5	34.1	28.0	26.1	24.7	23.3	4 4
Wisconsin	65.6	87.9	75.4	70.9	55.5	51.7	48.9	46.2	3 0
Wyoming	68.6	54.5	48.5	42.6	35.0	32.6	30.9	29.2	-57

Source: U.S. Department of Health and Human Services, Administration for Children and Families, **Office of Family Assistance**

Income Eligibility Levels

Table 5.11 summarizes the data on eligibility (need) standards, payment standards, maximum grant and poverty for each State for a family of three persons as of July 1996. The value of food stamps is also included in order to provide a more accurate picture of the economic circumstances of AFDC families in each State.

- **In** order to be eligible to receive assistance under AFDC, a family was required to pass **several** eligibility tests. The first was a “gross income” test, under which a family’s gross income could not surpass 185 percent of the State’s need standard. This threshold for each State is shown in the second column of Table 5.11.
- **If** gross family income did not exceed 185 percent of the need standard, then *countable family income* (gross income less some deductions) was compared to the need standard. Countable family income could not exceed 100 percent of the State’s need standard. This threshold for each State is shown in the third column of Table 5.11.
- If a family passed both the gross income and countable income tests, then the benefit amount was determined by comparing countable income to the payment standard. The payment standard was equal to or less than the need standard. The payment standard for a family of three for each State is shown in the fourth column of Table 5.11.
- Maximum benefits are shown in the fifth column of Table 5.11. The remaining columns are self-explanatory.

Table 5.11
Gross Income Limit, Need Standard, Maximum Monthly Benefits
For a One-Parent Family of Three Persons by State, July 1996

State	Applicability	Gross Income (185 Percent Of Need Standard)	Need Standard	Payment Standard	Maximum AFDC Benefit	Food Stamp Benefit	Combined Benefits	AFDC Benefit as Percent of 19% Poverty Threshold	Combined Benefits as Percent of 19% Poverty Threshold
Alabama	Statewide	\$1,245	\$673	164	\$164	\$313	\$477	16	46
Alaska	Statewide	1,902	1,028	1,028	923	321	1,244	71	95
Arizona	Statewide	1,783	964	347	347	313	660	33	63
Arkansas	Statewide	1,304	705	204	204	313	517	20	50
California	Statewide	1,351	730	730	5 %	248	844	57	81
Colorado	Statewide	779	421	421	356	313	669	34	64
Connecticut	Region A	1,613	872	872	636	236	872	61	84
Delaware	Statewide	625	338	338	338	313	651	32	62
Dist. of Col.	Statewide	1,317	712	415	415	302	717	40	69
Florida	Statewide	2,002	1,082	303	303	313	616	29	59
Georgia	Statewide	784	424	424	280	313	593	27	57
Guam	Statewide	1,245	673	673	673	429	1,102	65	106
Hawaii	Statewide	2,109	1,140	712	712	471	1,183	59	99
Idaho	Statewide	1,833	991	317	317	313	630	30	60
Illinois	Group 1	1,782	963	377	377	313	690	36	66
Indiana	Statewide	592	320	288	288	313	601	28	58
Iowa	Statewide	1,571	849	426	426	299	725	41	70
Kansas	Schedule 1	794	429	429	429	313	742	41	71
Kentucky	Statewide	973	526	526	262	313	575	25	55
Louisiana	Urban	1,217	658	190	190	313	503	18	48
Maine	Statewide	1,023	553	553	418	301	719	40	69
Maryland	Statewide	956	517	373	373	313	686	36	66
Massachusetts	Statewide	1,045	565	565	565	257	822	54	79
Michigan	Region IV	1,084	586	459	459	291	780	44	75
Michigan	Region VI	1,151	622	489	489	300	759	47	73
Minnesota	Statewide	984	532	532	532	267	799	51	77
Mississippi	Statewide	681	368	368	120	313	433	12	42
Missouri	Statewide	1,565	846	292	292	313	605	28	58
Montana	Statewide	1,032	558	558	438	295	733	42	70
Nebraska	Statewide	673	364	364	364	313	677	35	65
Nevada	Statewide	1,423	769	348	348	313	661	33	63
New Hampshire	Statewide	3,763	2,034	550	550	262	812	53	78
New Jersey	Statewide	1,822	985	443	424	307	731	41	70
New Mexico	Statewide	720	389	389	389	310	699	37	67
New York	New York	1,067	577	577	577	232	935	55	90
New York	Suffolk Co.	1,301	703	703	703	270	847	67	81
North Carolina	Statewide	1,006	544	544	272	313	585	26	56
North Dakota	Statewide	797	431	431	431	298	729	41	70
Ohio	Statewide	1,758	950	341	341	313	654	33	63
Oklahoma	Statewide	1,193	645	307	307	313	620	29	59
Oregon	Statewide	851	460	460	460	313	773	44	74
Pennsylvania	Croup 1	1,136	614	421	421	301	722	40	69
Puerto Rico	Statewide	666	360	180	180	0	180	17	NA
Rhode Island	Statewide	1,025	554	554	554	299	853	53	82
South Carolina	Statewide	969	524	200	200	313	513	19	49
South Dakota	Statewide	938	507	507	430	298	728	41	70
Tennessee	Statewide	1,252	677	677	185	313	498	18	48
Texas	Statewide	1,389	751	188	188	313	501	18	48
Utah	Statewide	1,051	568	568	426	299	725	41	70
Vermont	Chittenden	2,170	1,173	633	633	237	870	61	83
Virgin Islands	Statewide	555	300	240	240	402	642	23	62
Virginia	Group 3	727	393	354	354	313	667	34	64
Washington	Statewide	2,316	1,252	546	546	289	835	52	80
West Virginia	Statewide	1,833	991	253	253	313	566	24	54
Wisconsin	Urban	1,197	647	517	517	272	789	50	76
Wyoming	Urban	1,247	674	590	360	313	673	35	65
Median (51 States)		1,782	963	426	377	313	690	36	66

Note: Food Stamp benefits assume an excess shelter cost deduction of 100% of the allowable maximum, \$247. Puerto Rico does not have a Food Stamp Program; instead a cash nutritional assistance payment is given to recipients.

Source: Congressional Research Service on the basis of a telephone survey of the States.

Earnings Levels at Which AFDC Eligibility Ends

- As a financial incentive for recipients to seek work and maintain employment, Federal law required States to make certain deductions from income when calculating AFDC eligibility and benefit levels. Table 5.12 illustrates the effect of these disregards by showing the amount of earnings a family could have had before losing AFDC eligibility.
- In the first four months that a family had earned income, Federal law in 1996 required that
 - the first \$90 of earnings be disregarded to allow for work-related expenses;
 - an additional \$30 be disregarded as a work incentive; and,
 - one-third of remaining earnings be disregarded as a work incentive.
- The one-third disregard was limited to the first four months of earnings, and the \$30 disregard was limited to the first twelve months of earnings. Therefore, Table 5.12 shows the maximum earnings levels that a family could have had while remaining eligible for AFDC benefits in two time periods--the first four months of earnings, and after twelve months of earnings.
- Table 5.12 also shows how the effective eligibility limits compared to the poverty guidelines and full-time earnings at the minimum wage.
- In 1996, five States allowed a worker to remain eligible for benefits in the first four months of earnings when earned income exceeded the poverty guidelines. However, in seven States AFDC eligibility ended with earnings at less than half of the poverty guidelines.
- In 30 States, workers would have remained eligible for AFDC in the first four months of earnings even if they worked full-time at minimum wage jobs.
- Because the \$30 and one-third disregards were time limited, effective eligibility levels after 12 months of earnings were substantially below the eligibility level in the first four months of earnings. For example, after 12 months of earnings workers in all States would have lost AFDC eligibility before reaching poverty-level income. In 29 States eligibility would have ended at an income level that was less than half of the poverty line.
- After 12 months, workers engaged in full-time employment at the minimum wage would have remained eligible for AFDC in six States.

Table 5.12
Income Levels at Which AFDC Eligibility Ends for a Family of Three By State and
Period of Receipt, July 1996

States	185 percent of Need Standard	Payment standard	AFDC Maximum Payment	First 4 Months			After 12 Months		
				Effective Eligibility Level	Eligibility Level as a percent of		Effective Eligibility Level	Eligibility Level as a percent of	
					Poverty Level	Minimum Wage		Poverty Level	Minimum Wage
Alabama	1,245	164	164	366	35	50	254	24	34
Alaska	1,902	1,028	923	1,662	127	226	1,118	86	152
Arizona	1,783	347	347	640	61	87	437	42	59
Arkansas	1,304	204	204	426	41	58	294	28	40
California	1,351	730	596	1,215	116	165	1,215	116	165
Colorado	779	421	356	751	72	102	511	49	69
Connecticut	1,613	872	636	1,613	155	219	1,613	155	219
Delaware	625	338	338	627	60	85	428	41	58
Dist. of Col.	1,317	415	415	742	71	101	505	48	69
Florida	2,002	303	303	575	55	78	393	38	53
Georgia	784	424	280	756	72	103	514	49	70
Guam	1,245	673	673	1,130	108	153	763	73	104
Hawaii	2,109	712	712	1,188	99	161	802	67	109
Idaho	1,833	317	317	596	57	81	407	39	55
Illinois	1,782	377	377	1,131	108	154	1,131	108	154
Indiana	1,082	288	288	552	53	75	378	36	51
Iowa	1,571	426	426	1,065	102	145	1,065	102	145
Kansas	794	429	429	763	73	104	519	50	70
Kentucky	973	526	262	909	87	123	616	59	84
Louisiana	1,217	190	190	405	39	55	280	27	38
Maine	1,023	553	418	949	91	129	643	62	87
Maryland	956	373	373	679	65	92	463	44	63
Massachusetts	1,045	565	565	1,220	117	166	1,220	117	166
Michigan (Wayne Co.)	1,084	459	459	774	74	105	774	74	105
Minnesota	984	532	532	918	88	125	622	60	84
Mississippi	681	368	120	672	64	91	458	44	62
Missouri	1,565	292	292	558	53	76	382	37	52
Montana	1,032	558	438	957	92	130	648	62	88
Nebraska	673	364	364	666	64	90	454	44	62
Nevada	1,423	348	348	642	62	87	438	42	59
New Hampshire	3,763	550	550	1,100	105	149	1,100	105	149
New Jersey	1,822	443	424	784	75	106	533	51	72
New Mexico	720	389	389	703	67	95	479	46	65
New York (N.Y.C.)	1,067	577	577	985	94	134	667	64	91
North Carolina	1,006	544	272	936	90	127	936	90	127
North Dakota	797	431	431	766	73	104	521	50	71
Ohio	1,758	341	341	932	89	127	932	89	127
Oklahoma	1,193	307	307	581	56	79	397	38	54
Oregon	1,406	460	460	810	78	110	550	53	75
Pennsylvania	1,136	421	421	831	80	113	831	80	113
Puerto Rico	666	180	180	390	37	53	270	26	37
Rhode Island	1,025	554	554	951	91	129	644	62	87
South Carolina	969	200	200	420	40	57	290	28	39
South Dakota	938	507	430	880	84	120	597	57	81
Tennessee	1,252	677	185	1,136	109	154	767	74	104
Texas	1,389	188	188	402	39	55	278	27	38
Utah	1,051	568	426	972	93	132	658	63	89
Vermont	2,170	633	633	994	95	135	994	95	135
Virgin Islands	555	240	240	480	46	65	330	32	45
Virginia	727	354	354	727	70	99	727	70	99
Washington	2,316	546	546	939	90	127	636	61	86
West Virginia	1,833	253	253	499	48	68	343	33	47
Wisconsin	1,197	517	517	895	86	122	607	58	82
Wyoming	1,247	590	360	1,005	96	136	680	65	92

Note: Under the provisions of **TEFRA** (1982), payment standards and benefit calculations for AFDC are rounded down to the nearest dollar. These calculations assume no child care expenses. The effective eligibility levels for 5-12 months can be obtained by adding \$30 to the "After 12 Months" levels. The **annual** poverty level income for 1996 for a family of three is \$12,516 in the continental U.S. and **annual** minimum wage **earnings** are \$8,840 as of July 1996. Eligibility levels given here are those at which Medicaid eligibility ends; AFDC benefit payments end at slightly lower income levels due to the \$10 minimum payment rule. Calculations by **DHHS/ASPE** staff.

The Amount Actually Paid by States

- Table 5.13 shows the payment standard for the States in selected years and calculates the percent change across three time periods, **1972-89, 1989-93** and **1993 - 1996**. For most of the time and in most of the States AFDC payment standards were declining **when** adjusted for inflation.
- The weighted average benefit level for a mother with two children in the United States **in** 1996 was \$4,718. This is 46 percent less than the average standard in 1972 (\$8,723).
- Table 5.14 further illustrates changes in payment levels over time. The upper part of the table shows the numbers of States that reduced, increased, or did not change the AFDC payment level from 1987 to 1996. The lower half of the table shows the results when the payment standards are adjusted for inflation. In any of the nine years shown here, the payment standards in more than two-thirds of the States were being eroded relative to inflation.
- The disposable income of most AFDC families is supplemented by participation in the Food Stamp Program. Nearly 90 percent of AFDC families receive food stamps (Table 5.15).
- **When** the cash value of food stamps is added to the AFDC payment levels, the picture brightens somewhat. While food stamps are becoming an increasingly large share of the total resources available to **the** family, the net result is still a 27 percent decline in purchasing power between 1972 and 1996 (Table 5.16). Table 5.17 provides these data by State in selected years.

The largest single expenditure in most household budgets is for shelter. **Table** 5.18 indicates that less than one-third of AFDC families receive housing assistance from any source.

Table 5.13
Annual Maximum AFDC Benefit Levels by State
For a Mother and Two Children with No Earnings, Selected Years 1972 - 1996

State	AFDC Benefit Levels (in 1996 dollars)							Percent Change in Benefits		
	1972	1980	1985	1989	1993	1994	1996	1972-89	1989-93	1993-96
Alabama	163.847	\$2.701	\$2065	\$1,797	\$2.134	\$2.079	\$1.968	-53.3	18.7	-7.8
Arizona	5.842	4.624	4.078	4.462	4.515	4.399	4.164	-23.6	1.2	-7.8
Arkansas	4.453	3.685	3.361	3.107	2.654	2.586	2.448	-30.2	-14.6	-7.8
California	11.363	10.825	10.274	10.570	8.119	7.694	7.152	-7.0	-23.2	-11.9
Colorado	8.086	6.637	6.056	5.434	4.632	4.513	4.272	-32.8	-14.8	-7.8
Connecticut	12.396	9.292	9.959	9.884	8.848	8.620	7.632	-20.3	-10.5	-13.7
Delaware	8.727	6.088	5.023	5.072	4.398	4.285	4.056	-41.9	-13.3	-7.8
District of Columbia	9.155	6.545	5.724	6.229	5.322	5.324	4.980	-32.0	-14.6	-6.4
Florida	5.130	4.462	4.201	4.371	3.943	3.841	3.636	-14.8	-9.8	-7.8
Georgia	4.097	3.753	3.903	4.158	3.643	3.549	3.360	1.5	-12.4	-7.8
Idaho	10.686	7.393	5.321	4.828	4.125	4.018	3.804	-54.8	-14.6	-7.8
Illinois	9.297	6.591	5.969	5.209	4.775	4.779	4.524	44.0	-8.3	-5.3
Indiana	7.124	5.836	4.481	4.386	3.747	3.651	3.456	-38.4	-14.6	-7.8
Iowa	10.472	8.239	6.301	6.244	5.543	5.400	5.112	40.4	-11.2	-7.8
Kansas	11.791	7.896	6.844	6.640	5.582	5.438	5.148	43.7	-15.9	-7.8
Kentucky	6.590	4.303	3.448	3.472	2.967	2.877	3.144	-47.3	-14.6	6.0
Louisiana	4.560	3.959	3.325	2.894	2.472	2.408	2.280	-36.5	-14.6	-7.8
Maine	7.872	6.408	6.472	6.671	5.894	5.299	5.016	-15.3	-11.6	-14.9
Maryland	7.124	6.179	5.758	6.031	4.762	4.728	4.476	-15.3	-21.0	-6.0
Massachusetts	11.683	8.193	7.561	8.209	7.013	7.340	6.780	-29.7	-14.6	-3.3
Michigan (Wayne)	12.004	9.727	6.896	7.082	5.972	5.818	5.508	41.0	-15.7	-7.8
Minnesota	11.755	9.543	9.242	8.102	6.922	6.744	6.384	-31.1	-14.6	-7.8
Mississippi	1.710	2.197	1.680	1.828	1.561	1.521	1.440	6.9	-14.6	-7.8
Missouri	4.809	5.676	4.797	4.341	3.799	3.701	3.504	-9.7	-12.5	-7.8
Montana	7.872	5.928	6.197	5.468	5.218	5.273	5.256	-30.5	4.6	0.7
Nebraska	8.977	7.095	6.127	5.544	4.736	4.614	4.368	-38.2	-14.6	-7.8
Nevada	7.409	5.996	4.989	5.026	4.528	4.411	4.176	-32.2	-9.9	-7.8
New Hampshire	10.971	7.918	6.809	7.706	6.714	6.972	6.600	-29.8	-12.9	-1.7
New Jersey	11.043	8.239	7.072	6.458	5.517	5.375	5.088	-41.5	-14.6	-7.8
New Mexico	6.020	5.035	4.516	4.021	4.645	4.830	4.668	-33.2	15.5	0.5
New York	14.035	9.017	8.297	8.209	7.508	7.314	6.924	-41.5	-8.5	-7.8
North Carolina	6.519	4.394	4.396	4.051	3.539	3.448	3.264	-37.9	-12.6	-7.8
North Dakota	10.758	7.644	6.494	5.879	5.322	5.463	5.172	-45.4	-9.5	-2.8
Ohio	7.266	6.019	5.076	4.889	4.437	4.323	4.092	-32.7	-9.2	-7.8
Oklahoma	8.264	6.454	4.936	4.950	4.216	4.107	3.684	-40.1	-14.8	-12.6
Oregon	12.610	8.880	6.757	6.579	5.985	5.831	5.520	-47.8	-9.0	-7.8
Pennsylvania	11.291	7.278	6.371	6.122	5.478	5.337	5.052	-45.8	-10.5	-7.8
Rhode Island	11.185	7.781	7.159	8.270	7.209	7.023	6.648	-26.1	-12.8	-7.8
South Carolina	3.419	2.953	3.273	3.137	2.602	2.535	2.400	-8.2	-17.1	-7.8
South Dakota	10.437	7.347	5.758	5.742	5.426	5.451	5.160	45.0	-5.5	-4.9
Tennessee	4.097	2.792	2.679	2.802	2.407	2.345	2.220	-31.6	-14.1	-7.8
Texas	4.132	2.655	2.923	2.797	2.394	2.383	2.256	-32.3	-14.4	-5.8
Utah	9.796	8.239	6.581	5.894	5.387	5.248	5.112	-39.8	-8.6	-5.1
Vermont	11.862	11.260	10.205	9.915	8.575	8.240	7.596	-16.4	-13.5	-11.4
Virginia	9.546	5.904	6.196	5.391	4.606	4.487	4.248	-43.5	-14.6	-7.8
Washington	11.683	10.482	8.332	7.493	7.104	6.921	6.552	-35.9	-5.2	-7.8
West Virginia	7.338	4.714	4.359	3.792	3.240	3.207	3.036	-48.3	-14.6	-6.3
Wisconsin	12.716	10.162	9.329	7.874	6.727	6.554	6.204	-38.1	-14.6	-7.8
Wyoming	8,727	5.264	6.301	5.483	4.684	4.563	4.320	-37.2	-14.6	-7.8
Average	\$8,542	\$6,535	\$5,792	\$5,602	\$4,930	\$4,834	\$4,569	-34.4	-12.0	-7.3
Weighted Average	8,723	6,813	6,134	5,980	5,138	5,005	4,718	-31.4	-14.1	-8.2

Note: Dollars adjusted for inflation using fiscal year average values of the CPI-U-XI price index. Each State's weight in every year is the State's population of persons under 18 years of age in 1990 (for continuity over time Alaska, Hawaii, and the territories are not included).

Source: DHHS and Ways and Means Committee staff based upon State AFDC benefit data collected by the Congressional Research Service.

Table 5.14
States Changing Maximum Monthly AFDC Benefit Levels,
Selected Years 1987-1996

Based on July benefit levels for a Mother and Two Children with No Earnings

		Number of States								
		1987-88	1988-89	1989-90	1990-91	1991-92	1992-93	1993-94	1994-95	1995-96
Nominal	Benefits:									
	Reduced....	1	0	2	2	6	5	5	5	4
	Same.....	23	25	28	30	36	36	35	42	43
	Increased.. .	27	26	21	19	9	10	11	4	4
	Total...	51	51	51	51	51	51	51	51	51
Constant Dollar	Benefits:									
	Reduced.. .	39	49	46	41	44	48	43	50	48
	Increased.. .	12	2	5	10	7	3	8	1	3
	Total...	51	51	51	51	51	51	51	51	51

Note. All States where benefit levels stayed the same in nominal terms are reductions in constant dollar terms (where benefits are adjusted for inflation).

Source: DHHS and Ways and Means Committee staff based upon state AFDC benefit data collected by the Congressional Research Service.

Table 5.15
Number and Percent of AFDC Families Receiving Food Stamps
Selected Years, 1967 - 1996

Fiscal Year	Total AFDC Families (thousands)	AFDC Families Receiving Food Stamps	
		Number (thousands)	Percent
1967	1,141	252	22.1
1969.....	1,538	455	29.6
1971	2,531	1,339	52.9
1973	3,123	2,136	68.4
1975	3,342	2,510	75.1
1977	3,574	2,645	74.0
1979	3,493	2,623	75.1
1981	3,651	3,030	83.0
1984	3,725	2,984	80.1
1985	3,692	2,998	81.2
1986	3,748	3,024	80.7
1987	3,784	3,137	82.9
1988	3,748	3,171	84.6
1989	3,771	3,213	85.2
1990	3,974	3,402	85.6
1991	4,374	3,814	87.2
1992	4,768	4,163	87.3
1993	4,981	4,408	88.5
1994	5,046	4,476	88.7
1995	4,881	4,383	89.8
1996	A 548	A 062	89.3

Source: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Family Assistance, Quarterly *Public Assistance Statistics*, 1992-1993 and unpublished data and *Characteristics and Financial Circumstances of AFDC Recipients, 1996*; and earlier reports.

Table 5.16
Percentage Change in the Value of AFDC and Food Stamp Benefits
For a Mother and Two Children With No Earnings, Selected Years 1972 - 1996

weighted averages across States in 1996 dollars]

	AFDC	Food	Total
1972	\$8,723	\$2,198	\$10,921
1976	7,758	2,595	10,354
1984	6,055	2,633	8,688
1986	6,273	2,653	8,926
1988	6,109	2,708	8,817
1990	5,747	2,912	8,659
1992	5,345	3,208	8,553
1994	5,005	3,130	8,136
1996	4,718	3,259	7,977
Percentage change:			
1972-96	-45.9	48.3	-27.0
1976-96	-12.5	-2.0	-9.9
1984-96	0.9	2.8	1.5
1992-96	-11.7	1.6	-6.7

Note: Dollars adjusted for inflation using **fiscal** year average **values** of the CPI-U-XI price index. Each State's weight in every year is the state's population of persons under 18 years of age in 1990.

Source: ASPE & Ways and Means Committee staff based upon State **AFDC** benefit levels for July compiled by CRS.

Table 5.17
Annual AFDC and Food Stamp Benefit Levels by State
For a Mother and Two Children with No Earnings, Selected Years 1972 - 1996

State	AFDC & Food Stamp Benefit Levels (in 19% dollars)							Percent Change in Benefits		
	1972	1980	1985	1989	1993	1994	1996	1972-89	1989-93	1993-96
Alabama	\$7,481	56,452	\$5,706	\$5,391	\$5,933	\$5,818	\$5,724	-27.9	10.1	-3.5
Arizona	8,877	7,807	7,347	7,591	7,846	7,707	7,596	-14.5	3.4	-3.2
Arkansas	7,905	7,152	6,844	6,642	6,454	6,325	6,204	-16.0	-2.8	-3.9
California	12,742	12,132	11,684	11,866	10,357	10,014	9,684	-6.9	-22.7	-6.5
Colorado	10,448	9,211	8,731	8,274	7,924	7,783	7,668	-20.8	-4.2	-3.2
Connecticut	13,465	11,063	11,463	11,386	10,878	10,661	10,020	-15.4	4.5	-7.9
Delaware	10,897	8,828	8,008	8,017	7,755	7,618	7,512	-26.4	-3.3	-3.1
District of Columbia	11.1%	9.148	8,498	8,827	8,406	8,354	8,160	-21.2	4.8	-2.9
Florida	8,379	7,695	7,433	7,527	7,443	7,314	7,224	-10.2	-1.1	-2.9
Georgia	7,655	7,200	7,224	7,377	7,235	7,111	7,032	-3.6	-1.9	-2.8
Idaho	12,269	9,738	8,217	7,847	7,573	7,441	7,344	-36.0	-3.5	-3.0
Illinois	11,296	9,179	8,669	8,195	8,093	8,037	7,908	-27.4	-1.2	-2.3
Indiana	9,775	8,653	7,628	7,537	7,300	7,175	7,092	-22.9	-3.2	-2.8
Iowa	12,118	10,329	8,903	8,838	8,562	8,404	8,256	-27.1	-3.1	-3.6
Kansas	13,042	10,089	9,282	9,403	8,796	8,645	8,472	-27.9	-6.5	-3.7
Kentucky	9,401	7,583	6,905	6,898	6,753	6,617	6,876	-26.6	-2.1	1.8
Louisiana	7,979	7,344	6,819	6,488	6,272	6,148	6,036	-18.7	-3.3	-3.8
Maine	10,298	9,052	9,022	9,136	8,809	8,328	8,184	-11.3	-3.6	-7.1
Maryland	9,775	8,893	8,832	8,958	8,184	8,100	7,968	-8.4	-8.6	-2.6
Massachusetts	12,966	10,297	9,785	10,213	9,590	9,761	9,420	-21.2	-6.1	-1.8
Michigan (Wayne)	13,191	11,366	9,319	9,424	8,861	8,696	8,664	-28.6	-6.0	-2.2
Minnesota	13,016	11,238	10,961	10,139	9,525	9,342	9,144	-22.1	-6.1	4.0
Mississippi	5,608	5,951	5,321	5,422	5,361	5,261	5.1%	-3.3	-1.1	-3.1
Missouri	8,154	8,541	7,848	7,505	7,339	7,213	7,128	-8.0	-2.2	-2.9
Montana	10,298	8,717	8,829	8,294	8,328	8,316	8,352	-19.5	0.4	0.3
Nebraska	11,071	9,531	8,780	8,348	7,989	7,859	7,740	-24.6	4.3	-3.1
Nevada	9,974	8,765	7,983	7,985	7,846	7,707	7,596	-19.9	-1.7	-3.2
New Hampshire	12,468	10,105	9,258	9,861	9,382	9,507	9,300	-20.9	-4.9	-0.9
New Jersey	12,517	10,329	9,441	9,101	8,640	8,480	8,328	-27.3	-5.1	-3.6
New Mexico	9,002	8,094	7,653	7,281	7,937	8,011	7,944	-19.1	9.0	0.1
New York	15,051	10,872	10,577	10,455	10,136	9,951	9,720	-30.5	-3.1	-4.1
North Carolina	9.35	7,647	7,505	7,303	7,157	7,035	6,960	-21.9	-2.0	-2.7
North Dakota	12,318	9,913	9,037	8,582	8,406	8,455	8,292	-30.3	-2.1	-1.4
Ohio	9,875	8,780	8,045	7,889	7,846	7,656	7,536	-20.1	-0.5	4.0
Oklahoma	10,572	9,083	7,946	7,932	7,625	7,504	7,260	-25.0	-3.9	-4.8
Oregon	13,626	10,776	9,841	9,612	9,329	9,152	8,964	-29.5	-2.9	-3.9
Pennsylvania	12,692	9,658	8,952	8,753	8,510	8,366	8,208	-31.0	-2.8	-3.5
Rhode Island	12,617	10,009	9,592	10,334	9,798	10,027	9,792	-18.1	-5.2	-0.1
South Carolina	7,181	6,642	6,783	6,663	6,402	6,275	6,156	-7.2	-3.9	-3.8
South Dakota	12,094	9,706	8,523	8,486	8,484	8,442	8,292	-29.8	-0.0	-2.3
Tennessee	7,655	6,530	6,319	6,397	6,207	6,085	5,976	-16.4	-3.0	-3.7
Texas	7,680	6,407	6,538	6,392	6,194	6,123	6,012	-16.8	-3.1	-2.9
Utah	11,645	10,329	9,098	8,593	8,445	8,303	8,256	-26.2	-1.7	-2.2
Vermont	13,091	12,436	11,635	11,407	10,683	10,394	9,996	-12.9	-6.4	-6.4
Virginia	11,470	8,701	8,829	8,241	7,898	7,770	7,656	-28.2	4.2	-3.1
Washington	12,966	11,893	10,492	9,922	9,993	9,799	9,576	-23.5	0.7	-4.2
West Virginia	9,925	7,871	7,542	7,122	6,948	6,870	6,792	-28.2	-2.4	-2.2
Wisconsin	13,734	11,669	11,022	9,979	9,395	9,216	9,024	-27.3	-5.9	-3.9
Wyoming	10,897	8,254	8,903	8,305	7,963	7,821	7,704	-23.8	-4.1	-3.3
Average	\$10,769	\$9,136	\$8,563	\$8,411	\$8,139	\$8,020	\$7,876	-21.9	-3.2	-3.2
Weighted Average	10,921	9,331	8,811	8,682	8,286	8,136	7,977	-20.5	-4.6	-3.7

Note: Dollars adjusted for inflation using fiscal year average values of the CPI-U-XI price index. Each State's weight in every year is the State's population of persons under 18 years of age in 1990 (for continuity over time Alaska, Hawaii, and the territories are not included).

Source: DHHS and Ways and Means Committee staff based upon State AFDC benefit data collected by the Congressional Research Service.

Table 5.18
Housing Arrangements of AFDC Families,
By Type of Shelter, 1984 - 1996

Fiscal Year	Proportion of AFDC Families with							Emergency Shelters or Unknown
	Public Housing	HUD Rent Subsidies	Other Rent Subsidies	Group Quarters	Free Rent	Own Home	Rental Housing, no Subsidies	
1984..	9.5	7.1	1.4	2.3	5.3	5.8	62.5	6.0
1985..	9.4	8.6	1.4	2.0	4.5	4.9	63.9	5.3
1986..	9.6	9.1	1.6	1.9	5.3	4.9	63.8	3.9
1987..	9.9	9.8	1.6	1.4	5.5	4.8	63.0	3.8
1988..	9.6	11.2	1.7	1.6	6.0	5.0	62.3	2.8
1989..	9.6	12.1	1.8	1.6	6.5	4.7	62.9	0.7
1990..	9.6	12.2	2.1	1.7	6.8	4.5	62.4	0.6
1991.....	9.5	11.5	1.9	1.6	6.8	4.4	63.8	0.5
1992..	9.2	12.1	1.7	1.7	7.2	4.4	63.1	0.6
1993..	8.8	12.6	1.7	1.6	7.1	4.3	63.3	0.6
1994.....	8.3	12.0	2.0	1.6	7.0	4.2	64.2	0.6
1995.....	8.0	12.1	2.4	1.6	6.9	4.0	64.2	0.6
1996.....	8.8	12.2	2.6	1.9	7.2	4.3	62.3	7.0

Source: Department of Health & Human Services, Administration for Children and Families, Office of Family Assistance, *Characteristics and Financial Circumstances of AFDC Recipients*, 1996; and earlier reports.

- Only a small number of families had earnings simultaneously with the receipt of AFDC. Table 5.19 summarizes the data for all AFDC families for selected years. Table 5.20 provides data on female-headed AFDC households with earnings, the proportion of such families and their average monthly earnings. These data, which are taken from the administrative case records, show that only about 11.5 percent of AFDC women have earnings. This is in contrast to the findings of the annual March Supplement of the Current Population Survey conducted by the Census Bureau. In that survey approximately 40 percent of unmarried women with children who received AFDC reported earnings during the past year. The lower rate in the administrative data reflects the receipt of AFDC concurrently with earnings. The CPS data includes women who received AFDC at the time of the survey and who reported that they had held a job at any time during the past year.

Table 5.19
AFDC Families with Earnings Selected Years 1967-1996

Fiscal Year	AFDC Families with Earnings		Average Monthly Earnings		Percent of Poverty Threshold
	Number (thousands)	Proportion (percent)	Current Dollars	Constant 1996 Dollars	
1967.....	245	19.2	\$130	\$562	35.8
1969.....	306	18.7	179	711	46.0
1971.....	433	17.1	222	807	54.1
1973.....	487	16.3	256	852	60.0
197s.....	499	14.6	301	841	61.6
1977.....	451	12.9	327	813	62.1
1979.....	439	12.8	381	808	63.0
1983 ¹	203	5.7	247	390	30.7
1984.....	221	5.9	253	382	29.5
1985.....	241	6.6	264	384	29.7
1986.....	274	7.5	276	395	30.5
1987.....	296	7.8	292	404	31.8
1988.....	316	8.4	293	389	30.7
1989.....	319	8.5	327	414	32.7
1990.....	328	8.2	325	390	30.9
1991.....	344	7.9	330	381	30.0
1992.....	353	7.4	33s	375	29.5
1993.....	377	7.6	350	381	30.0
1994.....	441	8.7	394	417	32.9
1995.....	464	9.5	431	444	35.1
1996.....	505	11.1	466	466	37.1

¹ Effective July 1, 1981 families with incomes greater than 150 percent of a State's standard of need were no longer eligible for income assistance; this was raised to 185 percent in 1984.

Note: The poverty threshold used as the denominator here is adjusted for the change in family size that has occurred over time-the calculation of average family size excludes cases where no adult is present. Earnings have been adjusted for inflation using the CPI-U-XI price index.

Source: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Family Assistance, *Characteristics and Financial Circumstances of AFDC Recipients: Fiscal Year 1996* and earlier years and U.S. Bureau of the Census, "Poverty in the United States: 1996," *Current Population Reports, Series P60-198*.

Table 5.20
Earnings of Adult Female AFDC Recipients
Selected Years, 1967 - 1996

Fiscal Year	AFDC Female Case Heads with Earnings		Average Monthly Earnings			Employment Status of Adult Females		
	Number (thousands)	Proportion (percent)	Current Dollars	Constant 1996 Dollars	Percent of Poverty Threshold	Full-time	Part-time	Total
1967.....	172	14.7	\$135	\$585	37.8	6.6	7.1	13.7
1969.....	224	14.9	176	700	45.8	7.5	5.8	13.3
1971.....	345	14.7	221	805	54.9	8.3	5.6	13.9
1973.....	431	16.6	258	857	61.0	9.8	6.3	16.1
1975.....	469	16.4	304	849	62.7	10.4	5.7	16.1
1977.....	432	14.8	332	824	63.9	8.4	5.4	13.8
1979.....	417	14.9	383	812	64.2	8.0	5.0	13.0
1983 ¹	176	5.5	237	374	30.1	1.4	3.7	5.1
1984.....	195	6.1	245	371	29.6	1.2	3.6	4.8
1985.....	220	6.9	250	365	29.0	1.5	4.2	5.7
1986.....	228	6.9	264	378	30.1	1.6	4.2	5.8
1987.....	237	7.1	282	389	31.3	1.9	3.9	5.8
1988.....	262	7.9	276	366	29.5	2.2	4.2	6.4
1989.....	262	8.0	296	375	30.2	2.4	4.5	6.9
1990.....	275	8.0	318	382	30.8	2.5	4.2	6.7
1991.....	293	7.9	324	374	30.1	2.2	4.2	6.4
1992.....	292	7.4	330	369	29.7	2.2	4.2	6.4
1993.....	310	7.6	346	376	30.2	2.6	3.9	6.5
1994.....	354	8.8	379	401	32.3	3.2	4.5	7.7
1995.....	383	10.1	412	424	34.2	3.7	5.1	8.8
1996.....	394	11.5	440	440	35.7	4.7	5.4	10.1

¹ Effective July 1, 1981 families with incomes greater than 150 percent of a State's standard of need were no longer eligible for income assistance; this was raised to 185 percent in 1984.

Note: The poverty threshold used as the denominator here is adjusted for the change in family size that has occurred over time-the calculation of average family size excludes cases where no adult is present. Earnings have been adjusted for inflation using the CPI-U-XI price index.

Source: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Family Assistance, *Characteristics and Financial Circumstances AFDC Recipients: Fiscal Year 1996 and earlier years* and U.S. Bureau of the Census, "Poverty in the United States: 1996," *Current Population Reports, Series P60-198*.

In 1975 the Earned Income Tax Credit (**EITC**) was established, adding to the resources potentially available to AFDC recipient families. The EITC has been modified and expanded in several ways since 1975 to make holding a low-wage job more attractive. In order to estimate the changes in the real disposable income of AFDC families who may have taken **advantage** of the EITC, the next three tables analyze hypothetical situations involving various levels of earnings in reference to the poverty index at different points of time, taking into account AFDC, Food Stamps, the EITC and Federal payroll taxes. These calculations take into account the income limitations on eligibility imposed by the States' standards of need shown in Table 5.12.

Table 5.21 gives the average disposable income (including earnings, AFDC, food stamps, and net of taxes) of a mother and two children (assuming no child care expenses) between 1972 and 1996, at earnings levels between 0 and 125 percent of the poverty level. It also shows the percentage real change in income over selected years; the **number of** States which supplement income with AFDC at five levels of earnings; the number of States where a mother at various levels of earnings would be above the poverty level; and the average tax and benefit reduction rates at various wage levels. These rates represent the proportion of the next dollar in earnings that would be offset by increases in taxes and/or reductions in benefits.

Families with gross earnings equal to 50 percent of the poverty level experienced an 8.6 percent decline in disposable income between 1972 and 1994. The decline in disposable income was due, in part, to the loss of AFDC as an income supplement to wage earnings. In 1972, all States paid AFDC benefits to a family with wages equal to 75 percent of the poverty threshold; by 1996, only nine States paid AFDC to such a family. The dramatic change in the number of States that continued to supplement wages with AFDC after 1980 reflects the impact of the 1981 OBRA changes to the AFDC earnings disregard policy.

The bottom panel of Table 5.21 presents the average tax and benefit reduction rates for a mother and two children at various levels of earnings and shows how these rates have changed over time. The average tax and benefit reduction rate tells us the proportion of increased earnings that does not translate into an increase in disposable income if it is offset by tax increases or benefit reductions. By 1984, these rates had increased significantly as a result of the 1981 OBRA changes to the AFDC earnings disregard policy and increased Federal payroll taxes.

Table 5.21
Average Disposable Income at Various Wage Levels for a Mother
and Two Children Without Child Care Expenses: Selected Years, 1972 - 1996

	Earnings (as a percent of poverty threshold)					
	0	25	50	75	100	125
Wages (1996 dollars)	0	3,129	6,258	9,387	12,516	15,645
	Average disposable income (1996 dollars) ¹					
1972.. .. .	10,869	12,636	13,867	15,078	16,201	17,329
1976.. .. .	10,354	12,188	13,623	15,042	16,187	17,035
1980.. .. .	9,307	11,035	12,435	13,968	14,951	15,778
1984.. .. .	8,688	9,745	10,327	11,604	12,843	14,262
1988.. .. .	8,817	10,464	11,108	12,449	14,227	15,804
1990.. .. .	8,659	10,359	11,052	12,439	14,302	15,781
1992.. .. .	8,552	10,337	11,216	12,856	14,882	16,394
1994.. .. .	8,136	10,308	11,815	14,015	15,741	16,962
19% .. .	7,977	10,497	12,658	15,155	16,743	17,766
	Percentage change:					
1972-96.. .. .	-26.6	-16.9	-8.7	0.5	3.3	2.5
1976% .. .	-23.0	-13.9	-7.1	0.7	3.4	4
1980-96.. .. .	-14.3	-4.9	1.8	8.5	12.0	12.6
1984-96.. .. .	-8.2	7.7	22.6	30.6	30.4	24.6
1988-96.. .. .	-9.5	0.3	14.0	21.7	17.7	12.4
1992-96.. .. .	-6.7	1.5	12.9	17.9	12.5	8.4
	Number of States which supplement wages with AFDC					
1972.. .. .	49	49	49	49	45	40
1980.. .. .	49	49	47	42	33	20
1984.. .. .	49	48	25	7	1	0
1988.. .. .	49	48	37	11	0	0
1992.. .. .	49	49	33	3	0	0
1994.. .. .	49	48	29	6	4	0
19% .. .	49	48	25	9	4	0
	Number of States where disposable income would be above poverty level					
1972.. .. .	19	31	40	46	49	49
1976.. .. .	11	26	40	49	49	49
1980.. .. .	0	9	21	36	49	49
1984.. .. .	0	1	2	1	49	49
1990.. .. .	0	3	5	5	49	49
1992.. .. .	0	3	4	49	49	49
1994.. .. .	0	2	8	49	49	49
19% .. .	0	3	17	49	49	49
	Average tax and benefit reduction rate (in percent)					
1972.. .. .	NA	44	52	55	57	59
1980.. .. .	NA	45	50	50	55	59
1984.. .. .	NA	66	74	69	67	64
1988.. .. .	NA	47	63	61	57	55
1992.. .. .	NA	43	57	54	49	50
1994.. .. .	NA	31	41	37	39	44
19% .. .	NA	19	25	24	30	37

¹Disposable income is wages plus AFDC plus Food Stamps less Federal income and payroll taxes. Income is a weighted average across the 48 contiguous States and the District of Columbia with each State's weight for all years being the number of persons under 18 in 1990. Dollars adjusted for inflation using the CPI-U-XI. EITC enacted in 1975. The AFDC earnings disregard is assumed to be \$120 and the maximum excess shelter deduction assumed in calculating food stamp benefits is 50 percent.

Source: ASPE & Ways and Means Committee **staff** based upon data compiled by CRS on State AFDC benefit levels.

Table 5.22 uses these same hypothetical levels of earnings and calculates the components of total disposable income after accounting for AFDC, Food Stamps, the EITC and Federal taxes. The shares of each of these factors are shown in constant dollars for 1972, 1980, and 1996. In the first block representing those with no earnings, total income was split, in 1972, between AFDC and food stamps in an 80 to 20 percent ratio. In 1996 AFDC represented only about 60 percent of the total, and food stamps had grown to 40 percent of total resources. Food stamps can only be used for the purchase of food and cannot be easily or legally converted to cash to pay for clothes, transportation, or other needs.

Table 5.23 presents disposable income calculations for a mother and two children similar to those should in Table 5.21, but here child care expenses have been included. This table assumes that there is no direct reimbursement for child care, but that day care expenses are taken into account when computing AFDC, food stamp benefits, and Federal tax liability. For a mother with earnings at 75 percent of the poverty line, these policies combined to offset 94 percent of day care expenses in 1972. By 1984, the percentage offset had been cut in half to 46 percent, primarily because the number of States supplementing earnings with AFDC at this level of earnings had decreased dramatically from 49 to only 11. In 1988, the percentage of child care costs offset by increased benefit payments or tax reductions reimbursed had increased slightly to 57 percent, as the number of States supplementing earnings with AFDC benefits at this level of earnings increased to 22. In 1994 the percent slipped to 54 percent with 18 States supplementing earnings with AFDC benefits at this earnings level.

Child Support payments from an absent parent are often considered an important economic resource for AFDC families. However applicants were required to assign their rights to child or spousal support to the State (and this generally continues to be the case under TANF). Payments were made to the child support agency rather than directly to the family. If the amount of child support was insufficient to disqualify the family from AFDC, the family received its AFDC grant plus the first \$50 of the child support payment for that month. The remainder of the monthly child support payment reimbursed the State and Federal Governments in proportion to their assistance to the family. Table 5.24 shows the number of families in each State that received this \$50 “pass through” and their proportion of the total caseload in selected years. Nationally, only 21 percent of families received this benefit in 1996.

Table 5.22
Composition of Average Disposable Income at Various Wage Levels For a Mother and Two Children Without Child Care Expenses: 1972, 1980, and 1996

Earnings	Level:	1996 dollars			Percent Change 1972-96	Percent Composition		
		1972	1980	1996		1972	1980	1996
\$0								
	AFDC.....	8,682	6,771	4,718	-46	80	73	59
	Food	2,188	2,536	3,259	49	20	27	41
	Disposable	10,869	9,307	7,977	-27	100	100	100
\$2,954	(25 percent of poverty line):							
	Wages.....	3,129	3,129	3,129		23	28	30
	AFDC.....	8,647	5,716	3,434	-60	64	52	33
	Food.....	1,861	2,134	2,922	57	14	19	28
	EITC	0	312	1,252	N A		3	12
	Federal.....	-161	-192	-239	48	-1	-2	-2
	Disposable	13,476	11,099	10,497	-22	100	100	100
\$5,909	(50 percent of poverty line):							
	Wages.....	6,258	6,258	6,258		42	50	49
	AFDC.....	7,224	4,159	1,668	-77	49	33	13
	Food	1,634	1,848	2,708	66	11	15	21
	EITC.....	0	625	2,503	N A		5	20
	Federal.....	-326	-382	-479	47	-2	-3	-4
	Disposable	14,790	12,507	12,658	-14	100	100	100
\$8,863	(75 percent of poverty line):							
	Wages.....	9,387	9,387	9,387		58	67	62
	AFDC.....	5,731	2,793	720	-87	36	20	5
	Food.....	1,452	1,508	2,211	52	9	11	15
	EITC.....	0	938	3,556	N A		7	23
	Federal.....	-487	-576	-718	47	-3	-4	-5
	Disposable	16,083	14,050	15,155	-6	100	100	100
\$11,817	(100 percent poverty):							
	Wages.....	12,516	12,516	12,516		72	83	75
	AFDC	4,152	1,754	209	-95	24	12	1
	Food.....	1,264	1,055	1,609	27	7	7	10
	EITC.....	0	817	3,367	N A		5	20
	Federal.....	-652	-1,103	-957	47	-4	-7	-6
	Disposable	17,281	15,039	16,743	-3	100	100	100
\$14,771	(125 percent poverty):							
	Wages.....	15,645	15,645	15,645		85	99	88
	AFDC.....	2,900	987	0	-100	16	6	0
	Food.....	1,078	577	924	-14	6	4	5
	EITC	0	427	2,708	N A		3	15
	Federal.....	-1,139	-1,765	-1,511	33	-6	-11	-9
	Disposable	18,484	15,871	17,766	-4	100	100	100

Note. Disposable income is wages plus AFDC plus Food Stamps less Federal income and payroll taxes. Income is a weighted average across the 48 contiguous States and the District of Columbia with each State's weight for all years being the number of persons under 18 in 1990. Dollars adjusted for inflation using the CPI-U-XI. EITC enacted in 1975. The AFDC earnings disregard is assumed to be \$120 and the maximum excess shelter deduction assumed in calculating food stamp benefits is 50 percent.

Source: ASPE & Ways and Means Committee staff based upon data compiled by CRS on State AFDC benefit levels.

Table 5.23
Average Disposable Income Minus Child Care Expenses at Various Wage Levels
For a Mother and Two Children: Selected Years, 1972 - 1996

	Earnings (as a percent of poverty threshold)					
	0	25	50	75	100	125
Wages (1996 dollars).....	0	3,129	6,258	9,387	12,516	15,645
	Average disposable income (1996 dollars)					
1972..	10,869	12,579	-13,773	14,975	16,002	16,998
1976..	10,354	12,132	13,532	14,943	15,926	16,682
1980..	9,307	11,027	12,355	13,544	14,352	15,040
1984..	8,688	9,736	9,984	10,599	11,505	12,979
1988..	8,817	10,586	11,099	11,742	12,859	14,508
1990..	8,659	10,321	10,885	11,588	12,841	14,557
1992..	8,552	10,293	11,026	11,952	13,310	15,102
1994..	8,136	10,272	11,563	13,169	14,550	15,902
1996..	7,977	10,373	12,333	14,301	15,615	16,909
	Percentage change:					
1972-96..	-26.6	-17.5	-10.5	-4.5	-2.4	-0.5
1976-96..	-23.0	-14.5	-8.9	-4.3	-2.0	1.4
1980-96..	-14.3	-5.9	-0.2	5.6	8.8	12.4
1984-96..	-8.2	6.5	23.5	34.9	35.7	30.3
1988-96..	-9.5	-2.0	11.1	21.8	21.4	16.6
1992-96..	-6.1	0.8	11.9	19.7	17.3	12.0
	Number of States which supplement wages with AFDC					
1972..	49	49	49	49	49	46
1980..	49	49	47	49	44	34
1984..	49	49	36	11	6	1
1992..	49	49	44	16	3	0
1994..	49	49	43	20	6	4
1996..	49	49	38	18	8	6
	Number of States where disposable income would be above poverty level					
1972..	19	30	37	45	49	49
1976..	11	26	37	46	49	49
1980..	0	9	21	35	42	49
1984..	0	1	1	0	1	49
1992..	0	3	4	6	49	49
1994..	0	2	11	19	49	49
1996..	0	3	14	49	49	49
	Average tax and benefit reduction rate (in percent)					
1972..	NA	45	54	56	59	61
1980..	NA	45	51	55	60	63
1984..	NA	67	79	80	77	73
1988..	NA	43	64	69	68	64
1992..	NA	44	60	64	62	58
1994..	NA	32	45	46	49	50
1996..	NA	23	30	33	39	43

Note. Disposable income is wages plus AFDC plus Food Stamps less Federal income and payroll taxes. Income is a weighted average across the 48 contiguous States and the District of Columbia with each State's weight for all years being the number of persons under 18 in 1990. Dollars adjusted for inflation using the CPI-U-XI. EITC enacted in 1975. Child care costs are estimated to be 20 percent of earnings up to a maximum of \$50.00 in 1980 dollars (which equals \$95.59 in 1996 dollars) per child per month. The AFDC earnings disregard is assumed to be \$120 and the maximum excess shelter deduction assumed in calculating food stamp benefits is 50 percent.

Source: ASPE & Ways and Means Committee staff based upon data compiled by CRS on State AFDC benefit levels.

Table 5.24
Percentage of AFDC Families Affected by \$50 Child Support
Payment Pass Through, Selected Years, 1985 - 1996

States	Percent of Families Affected					Number of Families Affected	
	1985	1990	1993	1995	1996	1995	1996
Alabama	11.7	19.1	36.3	45.0	48.7	20,622	20,615
Alaska	11.9	20.7	18.8	20.7	23.2	2,171	2,423
Arizona.....	4.8	4.9	3.9	11.1	12.9	7,583	8,032
Arkansas.....	15.9	19.7	29.5	29.3	33.4	7,027	7,515
California.....	13.6	12.7	11.5	15.3	20.4	115,698	149,955
Colorado.....	14.1	15.1	20.7	26.1	31.4	9,854	11,001
Connecticut	25.6	19.3	20.3	21.8	26.0	12,623	14,290
Delaware.....	21.7	18.0	22.3	24.6	39.3	2,625	4,041
Dist. of Columbia.....	5.8	7.5	7.6	7.3	7.1	1,931	1,816
Florida	11.4	24.0	15.3	19.0	18.2	42,915	38,141
Georgia.....	5.3	19.6	19.2	22.8	25.0	31,449	32,507
Guam	10.5	19.9	35.9	28.6	23.8	546	463
Hawaii.....	20.5	13.2	17.4	9.6	11.2	1,947	2,285
Idaho	46.7	46.6	52.7	52.0	51.5	4,449	4,492
Illinois.....	5.5	7.9	8.1	8.8	9.7	19,835	20,790
Indiana.....	25.9	27.8	34.6	118.1	41.4	74,769	21,331
Iowa.....	22.7	22.8	26.6	30.4	31.0	10,008	9,204
Kansas.....	15.2	24.0	34.9	48.2	55.4	12,813	13,220
Kentucky.....	7.6	13.4	17.0	14.2	13.4	10,057	9,191
Louisiana.....	6.9	8.5	9.3	10.2	11.5	8,016	8,108
Maine.....	25.6	39.3	34.7	51.4	56.3	10,161	10,591
Maryland.....	15.0	10.9	18.1	20.2	19.1	14,666	14,048
Massachusetts.....	20.2	16.3	11.5	15.4	17.9	14,830	15,361
Michigan.....	17.2	25.3	27.1	30.3	36.5	54,031	57,807
Minnesota.....	22.5	28.0	35.1	44.0	42.3	23,018	22,944
Mississippi.....	4.8	9.2	13.3	15.4	13.7	8,024	6,563
Missouri.....	8.2	18.5	17.5	16.6	20.6	14,436	16,803
Montana.....	13.9	15.2	18.1	18.3	21.4	1,924	2,121
Nebraska.....	11.3	20.6	29.2	38.5	42.0	5,411	5,678
Nevada.....	33.6	29.8	33.3	29.3	38.3	4,474	5,568
New Hampshire.....	12.6	13.5	34.1	35.4	42.3	3,729	3,976
New Jersey.....	15.4	15.8	20.8	23.0	25.6	26,501	27,885
New Mexico.....	7.6	11.8	9.9	13.4	15.2	4,412	4,955
New York.....	9.2	11.8	11.7	10.9	12.0	47,586	50,012
North Carolina	15.0	19.5	19.0	20.5	21.8	25,139	24,170
North Dakota.....	25.1	36.7	39.2	38.9	53.6	1,973	2,584
Ohio.....	11.6	19.9	15.0	19.4	21.6	41,123	42,041
Oklahoma.....	8.4	13.4	9.7	12.0	13.4	5,323	5,158
Oregon.....	16.0	17.6	25.8	31.0	37.5	11,225	11,735
Pennsylvania.....	16.3	20.8	26.2	25.9	28.9	50,901	53,144
Puerto Rico.....	4.7	4.2	3.1	4.2	1.8	2,303	918
Rhode Island.....	13.9	17.9	12.7	17.2	17.8	3,693	3,698
South Carolina.....	8.9	26.3	25.3	30.8	33.3	14,899	15,179
South Dakota.....	17.6	21.4	26.5	39.0	50.9	2,436	3,031
Tennessee.....	9.8	15.2	10.7	11.5	10.5	10,864	10,269
Texas.....	3.1	5.8	6.7	8.0	9.1	21,149	22,771
Utah.....	26.9	23.7	25.9	32.4	39.2	5,355	5,747
Vermont.....	21.9	36.5	40.1	25.3	29.6	2,087	2,311
Virgin Islands.....	10.2	11.6	12.8	11.6	7.9	152	110
Virginia.....	14.9	24.9	23.9	44.6	23.5	31,941	15,165
Washington.....	18.0	24.8	32.0	35.2	44.8	30,381	37,989
West Virginia.....	6.6	7.1	11.0	13.0	9.6	4,287	3,096
Wisconsin.....	37.8	38.9	40.6	45.5	18.6	30,663	10,420
Wyoming.....	8.0	21.7	24.3	27.0	31.0	1,385	1,452
U.S. Total.....	13.2	16.3	16.8	20.5	21.0	927,420	694,862

Note. These estimates are based on the number of "paying" child support cases adjusted for comparability with AFDC families.

Source: U.S. Department of Health and Human Services, Office of Child Support Enforcement.

Table 5.25
Net Increase in Disposable Income from Various Levels of Child Support Payments
For a Mother and Two Children at Various Wage Levels, 1996

For a Mother and Two Children at Various Wage Levels, 1998							
	\$0	Level of Annual Child Support Payment				Income From \$0	Change from From \$2400
Wage Level \$0		\$1,200	\$2,400	\$3,600	\$4,800		
	Annual Disposable Income						
Weighted Average...	\$7,977	\$2,400	\$8,705	\$8,839	\$9,048	\$728	\$343
California	9,684	10,524	11,232	11,232	11,232	1,548	0
Illinois	7,908	8,328	8,328	8,328	8,328	420	0
Pennsylvania	8,208	8,628	8,628	8,628	8,628	420	0
Texas.....	6,012	6,612	6,612	7,200	8,040	600	1,428
\$5,000							
Weighted Average...	11,835	12,377	12,680	13,082	13,698	845	1,019
California	14,561	14,981	14,981	14,981	14,981	420	0
Illinois	12,161	12,581	12,581	12,617	13,457	420	876
Pennsylvania	11,141	11,561	11,777	12,617	13,457	636	1,680
Texas	10,097	10,937	11,777	12,617	13,457	1,680	1,680
\$7,500							
Weighted Average...	13,733	14,359	14,844	15,526	16,248	1,111	1,404
California	16,106	16,526	16,526	16,526	16,526	420	0
Illinois	14,282	14,702	14,702	15,326	16,166	420	1,464
Pennsylvania	12,806	13,646	14,486	15,326	16,166	1,680	1,680
Texas	12,806	13,646	14,486	15,326	16,166	1,680	1,680
\$10,000							
Weighted Average	15,515	16,241	16,923	17,641	18,475	1,408	1,552
\$12,500							
Weighted Average	16,814	17,570	18,338	19,171	19,768	1,524	1,431
\$15,000							
Weighted Average	17,559	18,399	18,879	20,079	21,279	1520	2,400

Note: Disposable income is wages plus AFDC plus food Stamps plus EITC less Federal income and payroll taxes. It does not include health care benefits. No child care expense or other work expense are assumed. AFDC benefit calculations assume a \$120 earnings disregard and food stamp benefits assume an excess shelter cost deduction equal to 50% of the allowable maximum. Weighted average is figured across the 48 contiguous states and the District of Columbia (Alaska and Hawaii are excluded) with each state's weight being the number of persons under 18 in 1990.

Source: ASPE staff calculations based upon data on state AFDC benefit levels collected by the Congressional Research Service.

Table 5.26
Marginal Tax and Benefit Reduction Rates for a Mother and Two Children
For Various Wage Levels and Various Levels of Child Support Payments, 1996

	[in percent]				
	Level of Annual Child Support Payments				
	\$0	\$1,200	\$2,400	\$3,600	\$4,800
Increase in Wage Level					
\$0 to \$5,000					
Weighted Average	23	23	21	15	7
California.....	2	11	25	25	25
Illinois	15	15	15	14	-3
Pennsylvania.....	41	41	37	20	3
Texas.....	18	13	-3	-8	-8
\$5,000 to \$10,000					
Weighted Average	26	23			
California.....	81	75			
Illinois.. ..	33	27			
Pennsylvania.. ..	13	6			
Texas.. ..	-8	-6			
\$10,000 to \$15,000					
Weighted Average.. .	59	57	61	51	44

Note: Disposable income is wages plus AFDC plus food Stamps plus EITC less Federal income and payroll taxes. It does not include health care benefits. Child care expense or other work expense are not assumed. AFDC benefit calculations assume a \$120 earnings disregard and food stamp benefits assume an excess shelter cost deduction equal to 50% of the allowable maximum. Weighted average is figured across the 48 contiguous states and the District of **Columbia** (Alaska and Hawaii are excluded) with each state's weight being the number of persons under 18 in 1990.

Source: ASPE staff calculations based upon data on state AFDC benefit levels collected by the Congressional Research Service.

Welfare Spell Dynamics

The goals, of the AFDC program have changed somewhat between its inception in the 1930s and its termination in 1996. Its primary purpose, however, was to serve as a temporary support system for needy families. As the decades passed, the perception grew that families were using AFDC for long-term or permanent support. Researchers began to investigate how long people received AFDC, as well as the factors involved in why they began and ended welfare receipt. The patterns of changes in reciprocity over time are generally referred to as the dynamics of welfare spells.

Examining persons who received more than five years of AFDC assumes special interest as a result of the time limits enacted in the Temporary Assistance to Needy Families (TANF) Act. Individuals will be unable to receive more than five years of Federally funded assistance under the new law. Although receipt of AFDC for more than five years does not automatically translate into more than five years of TANF receipt, it is reasonable to assume that characteristics associated with the former have potential to indicate individuals who may have trouble leaving TANF within five years.

There are three main sources of data used in this section. The first is the annual survey of AFDC administrative data on the current caseload used for quality control purposes. Some of the data come from the Panel Study of Income Dynamics (**PSID**) and measures welfare spells in terms of years. If an individual reports receipt of AFDC in the previous year, that year is counted as a year of reciprocity. Other data come from the National Longitudinal Study of Youth (NLSY). Those data measure AFDC receipt on a monthly basis. Because the data will be compared later in this section, it is worth noting some other differences in the data besides just the annual/monthly distinction. Whereas the PSID measures characteristics for the population in general, the NLSY focuses on younger individuals. In addition, although similar, the years examined in each analysis are slightly different.

Length of Current Spell of AFDC Receipt

- Table 6.1 uses administrative data to describe how long a family's current period of AFDC receipt had lasted up to the point when the data were collected. Spell lengths are presented cumulatively--what proportion of families had been on one year or less, what proportion two years or less, etc. The data do not give a full picture of total length of welfare receipt, since they do not indicate how much longer a family would stay on before leaving welfare.
- Historically, most AFDC recipients on the rolls had been receiving benefits for a relatively short time. About half had been on no longer than two years, and just over three-quarters had not received AFDC for longer than five years. (The exact number varied from year to year, but fluctuated around those levels.)

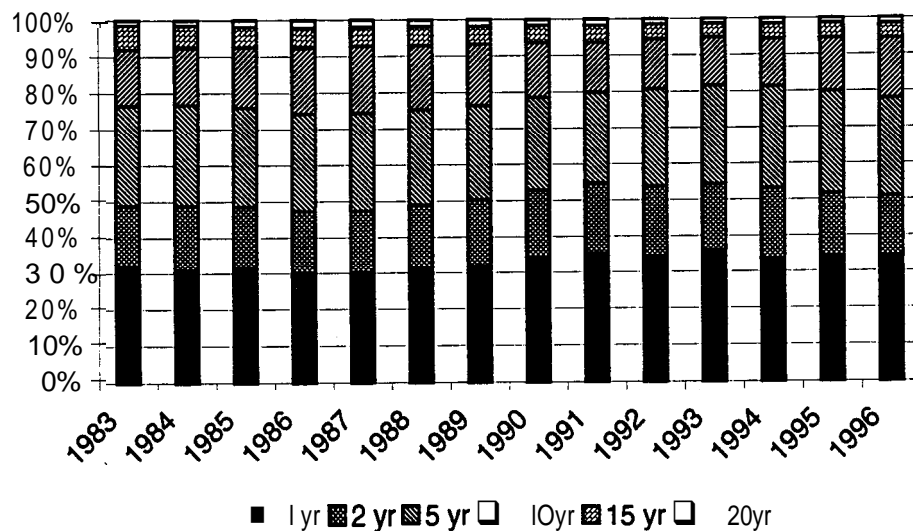
- The length of time welfare recipients had already spent on their current spell of welfare receipt declined in the last 15 years. Table 6.1 demonstrates that since the early 1980s, the number of cases open for a year or less rose from about 31 percent to just under 35 percent; two years or less from about 48 percent to just over 50 percent; and five years or less from about 75 percent to a little under 80 percent. Although the 10 years and under category already accounted for **almost** all the cases, even it grew slightly from 92 percent to 94 percent.
- **The** trend towards shorter periods of receipt appears to have reversed itself in the **three-** year period from 1993 to 1996. This new trend is likely a reflection of the decrease in caseloads evident over the last few years. Such a decline could affect spell lengths in two ways.
- First, a decrease in caseloads could affect spell length through entry factors; that is, influences on individuals starting welfare receipt. If caseloads decrease because fewer new recipients come on as current recipients leave, the proportion will naturally shift to recipients who have longer periods of receipt.
- Second, exit factors (affecting departure from AFDC receipt) may also link declining caseloads and lengthening spells. Because recipients who have been receiving AFDC for a longer period tend to have greater barriers to employment, they are less likely to move off welfare than more recent entrants, and thus it is more likely that they will comprise a greater proportion of the caseload as caseloads fall.
- Figure 6.1 provides a graphical representation of the information presented in Table 6.1 for the period since 1983. In addition to demonstrating the trend toward shorter caseloads since 1986 and the reversal of that trend in the past few years, Figure 6.1 indicates that there was also a period at the very beginning where average caseload time actually lengthened.

Table 6.1
Cumulative Distribution of AFDC Spell Lengths by
Months Since Case Opened, Selected Years, 1967-1996

Fiscal year	Proportion of AFDC families whose current spell has lasted				
	1 year or less	2 years or less	5 years or less	10 years or less	15 years or less
1967.....	31.3	49.3	74.5	91.8	
1969.....	32.2	51.6	77.2	92.7	97.9
1971.....	35.2	56.0	81.9	93.5	98.1
1973.....	30.2	49.3	81.6	94.4	97.9
1975.....	27.7	43.4	73.8	93.1	97.4
1977.. ..	30.8	48.3	75.3	93.8	97.7
1979.. ..	28.5	45.2	72.1	92.0	97.4
1983.. ..	32.0	48.6	76.0	91.4	98.0
1984.. ..	30.9	48.7	76.3	91.8	98.0
1985	31.2	48.3	75.5	91.9	97.5
1986.. ..	29.8	47.0	73.7	91.6	97.1
1987.. ..	30.1	47.1	74.0	92.3	97.5
1988.. ..	31.4	48.7	74.9	92.4	97.6
1989.....	31.9	50.2	76.1	92.9	97.8
1990.. ..	34.2	52.6	78.2	93.2	97.9
1991.....	35.2	54.4	79.4	93.1	97.7
1992.....	34.2	53.5	80.4	94.0	98.1
1993.....	36.1	54.1	81.3	94.5	98.3
1994.....	33.6	52.9	81.0	94.0	98.1
1995.....	34.1	51.3	79.5	94.0	98.1
1996.....	34.3	50.6	77.6	94.0	98.1

Source: AFDC Quality Control Data from Department of Health & Human Services, Administration for Children and Families, Office of Family Assistance, *Financial Circumstances of AFDC Recipients*, 1996; and earlier reports.

Figure 6.1
Cumulative Distribution of AFDC Spell Lengths, 1983-96



- Table 6.2 provides more detail on length of current welfare spells than does Table 6.1. First, it shows the distribution for a larger number of shorter categories of spell length. Second, it shows the absolute proportion of families who have received AFDC for a given length of time, not the cumulative proportion. Although the smaller periods provide for greater fluctuation from year to year, the same trend (as Table 6.1 shows) of increasing shorter spell lengths up until a mild decline starting in 1993 is visible.

Table 6.2
Distribution of AFDC Spell Lengths by Months
Since Case Opened, Selected Years, 1967-1996

[In Percent]

Fiscal year	Number of months since case was opened											unknown
	0-6 (1/2 yr.)	7-12 (1 yr.)	13-18 (1.5 yr.)	19-24 (2 yr.)	25-36 (3 yr.)	37-48 (4 yr.)	49-60 (5 yr.)	61-120 (10 yr.)	121-180 (15 yr.)	181-240 (20 yr.)	241- (20+ yr.)	
1967..	17.1	14.2	-18.0-		11.2	8.2	5.8	17.3		-8.2-		
1969..	15.8	16.4	10.8	8.6	11.8	-13.8-		15.5	5.2	1.5	0.6	
1971.....	17.4	17.8	12.3	8.5	12.2	-13.7-		11.6	4.6	1.3	0.4	0.4
1973..	17.3	12.9	10.6	8.5	15.4	9.7	7.2	12.8	3.5	1.1	0.4	0.4
1975..	15.0	12.7	8.6	7.1	11.6	9.6	9.2	19.3	4.3	1.5	0.6	0.6
1977..	15.8	15.0	6.4	11.1	11.6	8.5	6.9	18.5	3.9	1.1	0.9	0.9
1979..	15.9	12.6	8.9	7.8	11.5	8.6	6.8	19.9	5.4	1.2	0.8	0.8
1983..	18.9	13.1	9.1	7.5	12.0	9.0	6.4	15.4	6.6	1.3	0.3	0.3
1984..	18.1	12.8	9.9	7.9	11.4	9.3	6.9	15.5	6.2	1.4	0.1	0.1
1985..	18.9	12.3	9.3	7.8	11.8	8.5	6.9	16.4	5.6	1.8	0.4	0.4
1986..	17.2	12.6	9.6	7.6	11.8	8.8	6.1	17.9	5.5	2.1	0.4	0.4
1987..	17.2	12.9	9.4	7.6	12.1	8.4	6.4	18.3	5.2	1.9	0.3	0.3
1988..	18.2	13.2	9.6	7.7	11.2	8.5	6.5	17.5	5.2	1.8	0.2	0.2
1989..	18.3	13.6	10.2	8.1	11.4	8.2	6.3	16.8	4.9	1.8	0.1	0.1
1990..	19.8	14.4	10.5	7.9	11.9	7.9	5.8	15.0	4.7	1.6	0.1	0.1
1991.....	20.4	14.8	10.7	8.5	12.2	7.5	5.3	13.7	4.6	1.7	0.1	0.1
1992..	19.0	15.2	10.9	8.4	12.8	8.2	5.9	13.6	4.1	1.4	0.1	0.1
1993..	22.3	13.8	9.8	8.2	11.8	9.0	6.4	13.2	3.8	1.3	0.1	0.1
1994..	19.5	14.1	10.6	8.7	13.2	9.1	5.8	13.0	4.1	1.4	0.1	0.1
1995..	21.2	12.9	9.4	7.8	12.4	8.7	7.1	14.5	4.1	1.3	0.1	0.1
1996..	21.9	12.4	9.0	7.3	11.9	8.7	6.4	16.4	4.0	1.5	0.5	0.1

Source: AFDC Quality Control Data from Department of Health & Human Services, Administration for Children and Families, Office of Family Assistance, *Characteristics and Financial Circumstances AFDC Recipients, 1996*; and earlier reports.

Welfare Spell Length - Annual Data

- Table 6.3 shows the estimated length of completed welfare spells, rather than those still in progress. Based on PSID data from 1968 to 1988, it presents the estimated length of completed spells both of one period of continuous receipt and of all periods of receipt in an individual's lifetime.
- Short-term recipients come and go frequently, while long-term recipients stay on the rolls. Thus, short-spell recipients represent a much larger share of all entrants onto AFDC than those on the program at a given point in time.

Table 6.3
Distribution of Estimated Time on AFDC Based on Annual Data

Total years of AFDC receipt	Single spell analysis		Multiple spell analysis	
	Proportion of spell beginners	Proportion of current caseload	Proportion of new recipients	Proportion of current caseload
1-2	48.9	14.2	36.5	8.5
3-4	20.0	14.7	18.6	10.4
5-7	12.5	15.3	16.0	15.1
8+	18.6	55.8	29.0	66.0
Total	100.0	100.0	100.0	100.0

Source: 1968-1988 PSID data in Bane, M. J. and Ellwood, D., *Welfare Realities*, Cambridge, MA: Harvard University, 1994.

- While most recipients discontinued AFDC receipt after a fairly short time period, many returned to AFDC later, potentially cycling on and off a number of times. It is therefore important to measure not just the length of a given spell, but the total time of all spells in an individual's lifetime.
- The first and third columns of Table 6.3 demonstrate cycling. While half of AFDC recipients beginning any given spell will be on for only two or less years, only 19 percent will have **spells** longer than seven years. For individuals beginning their first AFDC spells, however, only 36 percent will spend less than two years on *all* spells of AFDC in their lifetime, and 29 percent will spend eight or more years. Despite cycling, however, over half of those beginning AFDC spells will spend less than five years total on AFDC in their lifetime.
- There is also a difference between examining families on AFDC at a particular point in time, and all families that ever use the AFDC program over a given period of time. Some families would move on and off AFDC quickly; others would stay longer, and the number of such cases would begin to accumulate. Thus, the current caseload always contained a larger share of recipients with longer spells than would any group of people coming on to the program.
- While almost half of all recipients beginning a spell were expected to be on the spell two or less years, and only about 19 percent more than seven years, the proportion was roughly reversed for the caseload at a given point in time (Columns 1 and 2). A similar pattern occurs when the lifetime **totals** for all and current recipients (Columns 3 and 4) are examined.
- Again, this table and those that follow measure one or more spells to their finish, while previous tables measure only how long a case had been open at the time the data were gathered. Thus, spell lengths appear shorter in the earlier tables than in the later ones.

Welfare Spell Length • Monthly Data

- Different types of data produce different pictures of the dynamics of welfare caseloads. Use of annual data, as in Table 6.3, masks some of the dynamics of shorter spells. For example, some households receive AFDC for a few months, leave for a few months, and then return, an activity unrecorded by annual data. Thus, AFDC receipt recorded as 'one year' in annual data may not correspond to twelve actual months. For this reason, some **recent** research has focused on using data that records a family's AFDC receipt every month, such as that in Table 6.4.
- The basic pattern of AFDC receipt remains the same as for annual data. Most persons who ever received AFDC received it for a short time period; 43 percent received for a total of two years or less over their lifetimes, with just over one-third receiving more than **five years**. Most of *the* families on *the current* AFDC caseload were by contrast **long-term** – only 10 percent were expected to stay two years or less, while over three-quarters would have cumulative totals of greater than five years.

Table 6.4 adds a new measure, namely the amount of time already spent on AFDC by the current caseload. This shows that about a quarter had not yet spent more than two years, while half had already spent at least **five years** on AFDC. (Note that this differs from Tables 6.1 and 6.2 because it measures **all** receipt until this point, not just the current spell.)

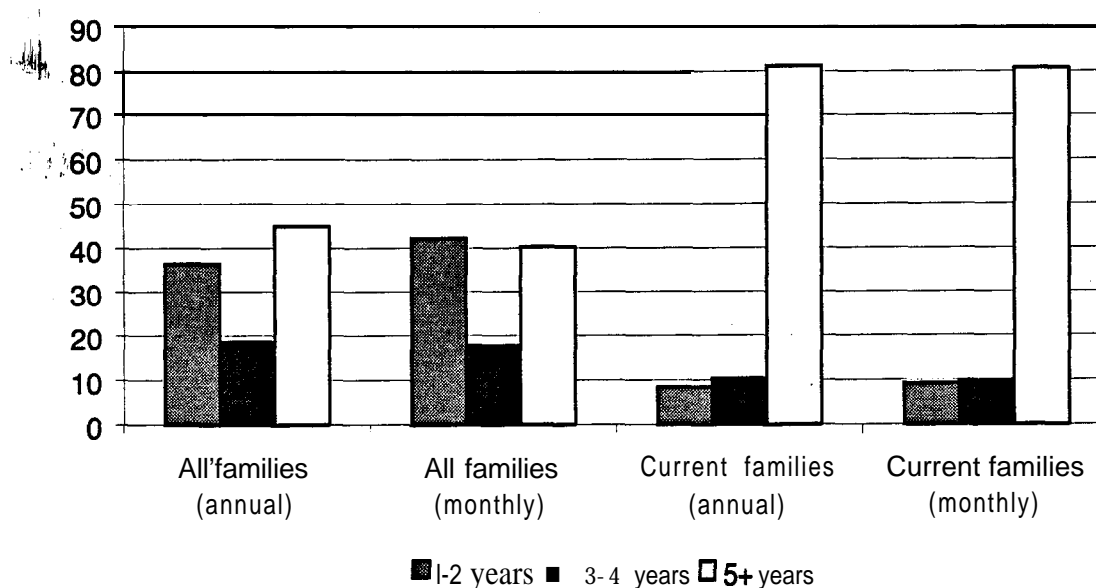
**Table 6.4 Distribution of Estimated Time
on AFDC Based on Monthly Data**

Months on AFDC	All recipients	Current caseload	
	Lifetime total	Lifetime total	Time to date
1-12	27.4	4.5	16.4
13-24	14.8	4.8	11.9
25-36	10.0	4.9	9.5
37-48	7.7	5.0	7.8
49-60	5.5	4.5	6.6
61+	34.8	76.2	47.8
Total	100.0	100.0	100.0
Average (yrs.)	6.1	12.98	6.49

Source: 1979-1989 NLSY data, in Pavetti, D., "Who is Affected by Time Limits?,"
Welfare Reform Briefs, No. 7, Washington, DC: The Urban Institute, 1995.

A more direct comparison of AFDC receipt as portrayed by monthly data and by annual data is afforded by Figure 6.2. For all families who ever received AFDC, both data types show a large number of short receipts (one to two years) and long receipts (five or more years). Monthly data, however, clearly show a higher number of short lengths of receipt and a lower number of longer periods. Spell lengths as measured by monthly and annual data are much more similar for the current caseload. A major cause of this is long term users' greater tendency towards continuous receipt, so that a "year" really does represent twelve months of receipt.

Figure 6.2
Proportion of Families by Length of AFDC Receipt



Recipient Characteristics and Time on Welfare

- The previous tables describe spell lengths for the aggregate AFDC caseload. The single number masks the wide differences in the time different sub-groups of AFDC recipients spent on AFDC. Table 6.5 shows the proportion of recipients likely to spend longer than 24 and 60 months on AFDC by demographic characteristics.
- Table 6.5 presents the demographic characteristics of a beginning cohort of AFDC recipients, which differ somewhat from the characteristics of those on AFDC at any point in time. New entrants were about evenly divided among those with at least a high school education, and those with less. Most had some recent work experience. Just over half began receiving AFDC when they were younger than 25 years old. The majority were white,¹ with about half as many African-Americans, and about half again as many Hispanics. Less than half had ever been married. The majority had at least one very young child – for half, the youngest child was one year or less, and for only 20 percent the child was older than five. Most had only one child, although one-third already had two children.
- Table 6.5 offers two different types of information regarding recipient characteristics. First, it offers a view of the predicted length of stay for particular sub-groups.* Second, it

¹ or other, although this comprises a small proportion of the AFDC population.

² While these data have *predictive* power as to the likely spell length of a recipient with a given characteristic, they do not necessarily establish a *causal* link between the characteristic and the spell length. Similarly, these data record probabilities for all members of a given group – they are not *ceteris paribus*, an analysis of any group isolated from other characteristics the group may possess.

allows comparisons in the *variation of **spell** lengths* – the amount by which a group with a particular characteristic varies from the average.

- The characteristic that seems to have the least effect on spell length is the number of children – only families with more than three children show a significant variation from the average length of AFDC receipt for the entire cohort, and they are a small portion of **AFDC recipients**. Those families, however, had a very high receipt rate for greater than **24 months – 71 percent** – and a moderately high rate for more than 60 months.
- Education is one of the factors associated with the most variation in length of welfare receipt. High school graduates were much less likely to have longer spells, while **non-**graduates were much more likely. Of all the characteristics listed, a lack of any high school attendance shows the largest variation from the average for all recipients; it indicated a 22 percent greater share with spells longer than two years, and a 29 percent greater share with more than five years.

Another influential characteristic was the age of the youngest child in the family. If the youngest child was one year old or younger, the parent was significantly more likely to stay on AFDC for a longer period. The period of receipt was about average if the youngest child is from one to five years, although it decreases as the child is older within that range. Finally, parents were significantly more likely to leave AFDC early if the youngest child was older than five years. Among other things, this may reflect the **difficulty** of finding and retaining satisfactory child care for younger children.

For other demographic categories, having no recent work experience, or being nonwhite, under 25, or never married was associated with a much larger chance of having a longer spell than average, while having the opposite of those characteristics was linked to a much lower chance.

Table 6.5 How Selected Characteristics Affect Expected Total Time on Welfare for a Beginning Cohort of Recipients

Characteristics at start of first AFDC spell	Proportion of all first-time recipients	[In Percent]	
		Proportion expected to receive AFDC for 24+ months	Proportion expected to receive AFDC for 60+ months
All recipients	100.0	57.8	34.8
E&cation:			
<9 years	13.0	75.3	63.4
9-11 years	34.0	66.2	40.0
12+ years	53.0	48.2	24.3
Work experience:			
No recent	38.7	67.1	44.9
Recent	61.3	52.0	28.3
Age:			
Under 24	52.7	64.5	41.9
25-30	24.9	51.9	25.6
31-40	19.3	48.4	28.3
Over 40	3.1	51.1	25.2
Race:			
White/other	55.6	50.9	26.7
Black	28.4	66.4	41.4
Hispanic	16.0	66.9	50.7
Marital status:			
Never married	58.2	65.5	43.1
Ever married	41.8	47.2	23.0
Age of youngest child:			
<12 months	52.1	64.8	39.2
13-36 months	16.6	55.5	37.9
37-60 months	10.9	54.3	29.5
61-120 months	11.2	49.7	29.9
121+ months	9.3	37.1	15.2
Number of children:			
1	57.2	57.0	35.8
2	33.2	58.2	31.9
3	7.5	58.7	35.9
Over 3	2.2	71.0	43.1

Columns 2 and 3 read: 75.3 percent of individuals who begin their first spell of welfare with less than a 9th grade education are expected to receive welfare for 24 months or more over their lifetime.

Source: 1979-1989 NLSY data in Pavetti, L., "Who is Affected by Time Limits?" Welfare Washington, DC: The Urban Institute, 1995.

Table 6.11
Cumulative Proportion of Women Returning
to AFDC by Duration of Time Off AFDC and Type of Exit
 [In Percent]

Cumulative Proportion of Former Recipients Returning after Exiting Due To:			
Months Spent Off AFDC Before Return	Work	Other	All reasons
1-12	39.4	49.5	44.9
13-24	52.5	61.8	57.6
25-36	57.8	69.3	64.2
37-48	62.5	74.3	69.1
49-60	65.0	76.6	71.5

Table reads: Of all women who left **AFDC**, 57.6 percent returned within 2 years of leaving. The share was 52.5 percent of those who left to work, 61.8 percent of those who left otherwise.

Source: 1979-1989 **NLSY** data in Pavetti, D., *The Dynamics of Welfare and Work*, Dissertation Series #D-93-1, Cambridge, MA: Harvard University, 1993.

184

185

The Food Stamp Program

The Food Stamp Program, administered by the U.S. Department of Agriculture's (USDA) Food and Consumer Service, is the largest food assistance program in the country, reaching more poor individuals over the course of a year than any other public assistance program. In fiscal year 1996, 25.5 million persons were served and \$22.5 billion in benefits were distributed. Unlike many other public assistance programs, the Food Stamp Program has few categorical requirements for eligibility, such as the presence of children, elderly or disabled individuals in a household. As a result, the program offers assistance to a large and diverse population of needy persons, many of whom are not eligible for other forms of assistance.

The primary purpose for presenting data about the Food Stamp Program is that in the future this data source will increase in importance as a source of information on lower income families with children. The Personal Responsibility and Work Opportunity Act (PRWORA) of 1996 eliminated the AFDC program as it existed, and comparable program data on families receiving assistance through the new state programs may be reduced or may not be consistently available.

Some of the data presented in this section repeats information provided previously from AFDC administrative data. However, the purpose of this section is to establish a baseline from a data source that should remain stable.

The Food Stamp Program was designed primarily to increase the food purchasing power of **low-income** households to the point where they can buy a nutritionally adequate low-cost diet. Participating households are expected to be able to devote 30 percent of their counted monthly cash income to food purchases. Food stamp benefits then make up the difference between the household's expected contribution to its food costs and an amount judged to be sufficient to buy an adequate low-cost diet. This amount, the maximum food stamp benefit level, is derived from USDA's lowest-cost food plan (the Thrifty Food Plan (TFP)).

The Federal government is responsible for virtually all of the rules that govern the program and, with limited variations, these rules are nationally uniform, as are the benefit levels. Nonetheless, the States, the District of Columbia, Guam, and the Virgin Islands, have primary responsibility for the day-to-day administration of the program through their local welfare offices.¹ They determine eligibility, calculate benefits, and issue the food stamp allotments. The Food Stamp Act provides 100 percent Federal funding of food stamp benefits. The States and other jurisdictions have responsibility for about one-half of the administrative costs of operating the program locally.

The Food Stamp Program has financial, employment/training-related and "categorical" tests for eligibility. The basic food stamp beneficiary unit is the "household." Generally, individuals living

¹ Alternative programs are offered in Puerto Rico, the Northern Mariana Islands, and American Samoa.

together constitute a single food stamp household if they customarily purchase food and prepare meals in common. Members of the same household must apply together, and their income, expenses, and assets normally are aggregated in determining food stamp eligibility and benefits. Except for households composed entirely of AFDC, Supplemental Security Income (SSI), or general assistance recipients (who generally are automatically eligible for food stamps), monthly cash income is the primary eligibility criterion. Unless exempt because of age, disability or some other reason, adult applicants for food stamps must register for work, typically with the welfare agency or a state employment service office. To maintain eligibility, they must accept a suitable job if one is offered and fulfill any other work, job search, or training requirements established by the administering welfare agencies.

Food stamp benefits are a function of a household's size, its net monthly income, and maximum monthly benefit levels. **Allotments** are not taxable and food stamp purchases may not be charged sales taxes. Receipt of food stamps does not affect eligibility for or benefits provided by other welfare programs, although some programs use food stamp participation as a "trigger" for eligibility and others take into account the general availability of food stamps in deciding what level of benefits to provide. In fiscal year 1996, monthly benefits averaged \$73 a person and about \$178 a household.

The size of the population eligible for food stamps is influenced by many factors, including changes in program rules (including immigration laws), changes in the economy, and demographics. Similarly, changes in the economy and changes in attitudes toward "welfare" affect the rate at which eligible individuals participate in the program and may also influence the average length of time spent in the program.

Table 7.1 presents information on the average monthly number of food stamp recipients for each fiscal year since 1970 and for the first 9 months of Fiscal Year 1997. The health of the economy has historically been a good predictor of the number of participants in the Food Stamp Program. Food stamp participation (including Puerto Rico) has continued to fall from its peak in of 28.8 million in March 1994 to an average of 26.8 million persons in 1996. Total program costs have also declined, reaching their lowest levels since 1991, after adjusting for inflation (Table 7.2). Total program costs (including Puerto Rico) were \$25.6 billion in Fiscal Year 1996. After adjusting for **inflation**, the average monthly benefit per person has also declined and is lower than the level paid in 1992.

The following tables present national and state caseload, expenditure, and benefit data on the Food stamp Program.

Table 7.1
Trends in Food Stamp Participation, 1970 - 1996

Fiscal Year	Total Food Stamp Participants ¹ (in thousands)	Child Food Stamp Participants ¹ (in thousands)	Participants as a Percent of Total Population ²	Participants as a Percent of All Poor Persons ²	Participants as a Percent of Pre-transfer Poverty Population ³	Child Participants as a Percent of Total Child Population ²	Child Participants as a Percent of Children in Poverty ²
1970.....	8,277	NA	4.1	32.6	NA	NA	NA
1971.....	13,042	NA	6.3	51.0	NA	NA	NA
1972.....	14,102	NA	6.7	57.7	NA	NA	NA
1973.....	14,641	NA	6.9	63.7	NA	NA	NA
1974.....	14,784	NA	6.9	63.2	NA	NA	NA
1975 ⁴	18,308	NA	7.9	66.2	NA	NA	NA
1976.....	18,240	9,126	7.7	66.7	NA	13.8	88.8
1977.....	17,014	NA	7.1	62.7	NA	NA	NA
1978.....	15,988	NA	6.5	58.9	NA	NA	NA
1979 ⁵	17,682	NA	7.1	60.9	57.1	NA	NA
1980.....	21,082	9,493	8.4	65.5	60.7	15.5	85.6
1981.....	22,430	9,674	9.0	64.6	60.8	15.5	78.4
1982 ⁶	22,055	9,545	8.8	59.0	56.3	15.3	70.3
1983 ⁶	23,195	10,783	9.2	61.1	58.5	17.4	78.4
1984 ⁶	22,384	10,372	8.8	61.7	58.5	16.8	78.2
1985 ⁶	21,379	9,824	8.3	60.0	56.6	15.8	76.1
1986 ⁶	20,909	9,846	8.1	59.9	56.2	15.7	76.5
1987 ⁶	20,583	9,765	7.9	59.2	55.6	15.5	75.4
1988 ⁶	20,095	9,363	7.6	58.6	55.2	14.8	75.1
1989 ⁶	20,266	9,429	7.6	59.6	55.6	14.9	74.9
1990 ⁶	21,547	10,127	8.0	59.7	55.7	15.8	75.4
1991 ⁶	24,115	11,952	9.0	63.3	59.3	18.4	83.3
1992 ⁶	26,886	13,349	9.9	66.7	64.0	20.2	87.3
1993 ⁶	28,422	14,196	10.5	68.6	63.8	21.2	90.3
1994 ⁶	28,844	14,391	10.5	72.1	66.8	21.2	94.1
1995 ⁶	27,945	13,860	10.1	73.0	67.6	20.2	94.5
1996 ⁶	26,870	13,200 ^e	9.6	69.9	NA	19.1 ^e	91.3 ^e

¹ Total participants includes all participating States, the District of Columbia, and the territories. The number of child participants includes only the participating States and D.C. (the territories are not included). From 1970 to 1974 the number of participants includes the family food assistance program (FFAP) which was largely replaced by the Food Stamp program in 1975. The FFAP participants for these five years were: 3,977; 3,642; 3,002; 2,441; and 1,406 (all in thousands). The monthly average number of participants for all fiscal years (including 1970-76) is computed as an average from October of the prior calendar year to September of the current year.

² Includes all participating States and the District of Columbia only-the territories are excluded from both numerator and denominator.

Population numbers used as denominators are the resident population-see

Reports, Series P25-1106. For the persons

living in poverty used as denominators, see Current Population Reports, Series P60-198.

³ The pretransfer poverty population used as denominator is the number of all persons in families or living alone whose income (cash income plus social insurance plus Social Security but before taxes and means-tested transfers) falls below the appropriate poverty threshold. See Appendix J, table IS.1992 Green Book. Subsequent years Congressional Budget Office tabulations.

⁴ The first fiscal year in which food stamps were available nationwide.

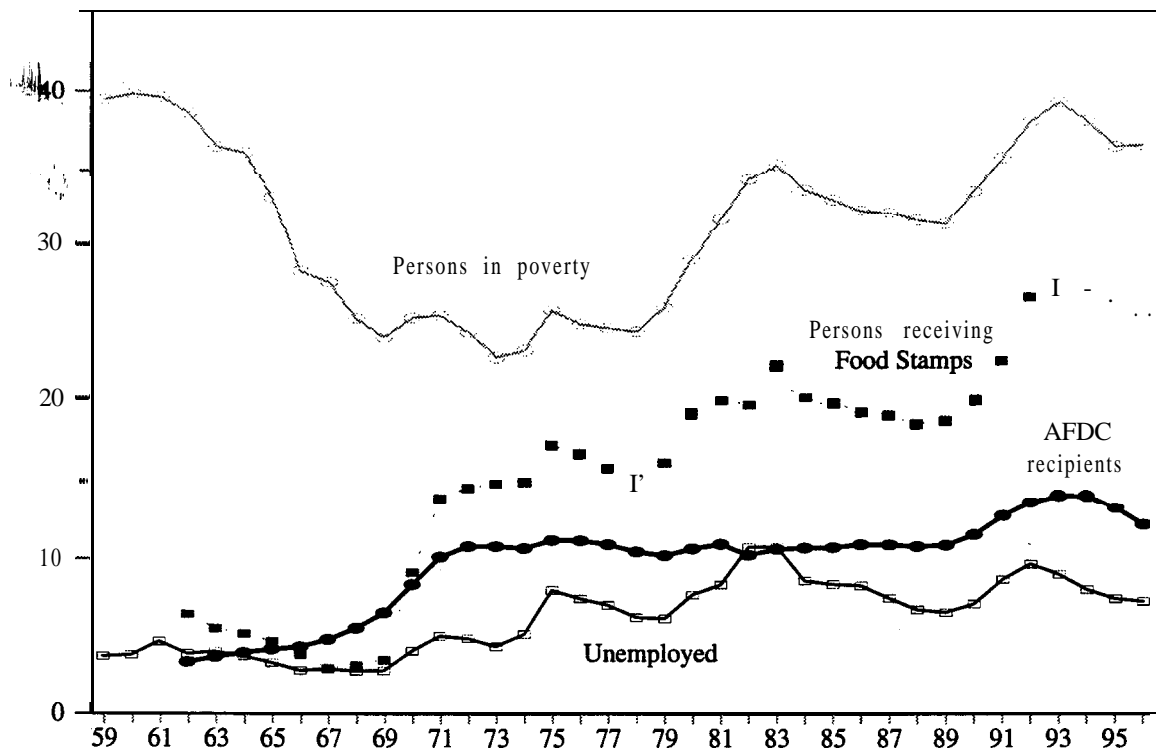
⁵ The fiscal year in which the food stamp purchase requirement was eliminated, on a phased in basis.

⁶ Participation figures in column 1 from 1982 on include enrollment in Puerto Rico's Nutrition Assistance program (averaging 1.4 to 1.5 million persons a month under the nutrition assistance grant and higher figures in earlier years under Food Stamps).

^e Estimated value.

Sources: U.S. Department of Agriculture, Food and Consumer Service, National Data Bank, the 19% Green Book, and U.S. Bureau of the Census, "Poverty in the United States: 1996," Current Population Reports, Series P60-198 and earlier years.

Figure 7.1
Number of Persons Living in Poverty, Unemployed
and Receiving Food Stamps ¹ and AFDC, 1959 - 1996
(In millions)



¹ Included in the total of persons receiving Foods Stamps are those persons served by the Family Food Assistance Program (FFAP) which was the predecessor program to Food Stamps. In 1962 FFAP had 6.4 million participants but by 1967 the number had dropped to 3 million and by 1974, its last year of significant operation it had 1.4 million participants. The Food Stamp program began in the early 1960s on an experimental basis and served less than 1 million participants until, 1967 when it reached 1.4 million participants. By 1974 it served 12.9 million participants.

Notes: To be comparable to the poverty and unemployment data, persons receiving Food Stamps and AFDC benefits in the territories (Guam, Puerto Rico, and the Virgin Islands) are excluded. Data for Food Stamp participants are for fiscal years; all of the other data series are for calendar years. The reason that the number of AFDC recipients declined slightly during the 1982 recession, rather than increasing as would be expected, was because of new restrictive eligibility provisions enacted as part of OBRA 1981—effective July 1, 1981 families with incomes greater than 150 percent of a State's standard of need were no longer eligible for AFDC income assistance; the income cut-off was raised to 185 percent in 1984.

Source: U. S. Department of Health and Human Services, Administration for Children and Families, Office of Planning, Research and Evaluation, National Data Bank of the USDA Food and Consumer Service, U.S. Department of Labor, Bureau of Labor and Earnings, monthly, and U.S. Bureau of the Census, "Poverty in the United States: 1996," Current Population Reports, Series P60-198 and earlier years.

Distribution of Spell Lengths by Demographic Characteristic

- Table 6.6 looks at the same picture as Table 6.5, but in a different way. Instead of showing the proportion of each subpopulation that stayed on AFDC for a given length of time, it shows the share of recipients with a specific characteristic who were on welfare for a given length of time who had a specific characteristic.
- Recipients with the characteristics listed in Table 6.6 tended to make up a disproportionately small part of the short-term population, and a disproportionately large part of the long-term population. For example, while recipients without a high school diploma or GED comprised 47 percent of the entire AFDC population, they accounted for only 35 percent of the short-term population, and 63 percent of the long-term population. Table 6.6 thus helps to reiterate the message from Table 6.5 that individuals with these characteristics were more likely to have a longer than shorter spell.

Table 6.6
Proportion of Recipients with Given Characteristic at Start of First AFDC Spell
[In Percent]

Expected total lifetime receipt of AFDC	High school dropout, no GED	No prior work experience	Under age 25	Never- married	Black	Hispanic
All recipients	47	39	53	58	28	16
Under 24 months	35	30	44	48	23	13
60 or more months	63	50	64	72	34	23

Table reads: 35 percent of individuals whose lifetime total receipt of welfare is 23 months or less are high school dropouts without a GED.

Source: 1979-1989 NLSY data in Pavetti, D., "Who is Affected by Time Limits?," Welfare Reform Briefs, No. 7, Washington, D.C.: The Urban Institute, 1995.

- Examining persons who received more than five years of AFDC is especially important in light of the five-year time limit for receiving Federally funded TANF assistance. Although more than five years of AFDC receipt does not automatically translate into more than five years of TANF receipt, it is reasonable to assume that characteristics associated with the former have some relation to the characteristics of those people who may have trouble leaving TANF within five years.
- Over half of all persons who have received AFDC for more than 60 months were younger than 25, high school dropouts, and/or never-married when they began welfare receipt; never-married persons in particular comprise **almost** three-quarters of the group. Those with no prior work experience make up half of the population, as do minorities.

Events Associated with the Start of Welfare Receipt

- In an effort to better understand welfare dynamics, researchers have examined the reasons that people began AFDC receipt, as well as the reasons they left. These factors help

explain the relationship between welfare recipients' characteristics and the length of time spent on welfare. For example, if work is an important reason for leaving welfare, then recipients with less education and work experience, two important indicators of employability, are likely to have longer spells than the average AFDC population.

- Table 6.7 characterizes events that accompanied the beginning of a welfare **spell**.³ Because more than one event may have occurred, the proportions do not sum to 100. Since the basic eligibility criteria for AFDC were based on family structure (presence of children, absence of support from a parent) and income, the events identified in the table are related either to changes in family structure, such as birth of a child or separation of parents, or changes in employment.
- Most beginnings of welfare spells are associated with some type of change in family structure - from 66 percent of spells in the 1986-91 period to 85 percent in the 1980-85 period. At the same time, employment changes are also very important - they are involved between 60 percent and 66 percent of the time. This implies that changes in both family structure and income were occurring simultaneously in many case openings.
- The change in family structure most often associated with spell beginnings is a **first** birth to a never-married mother. Despite this, it by itself is not associated with the majority of **all** spell beginnings - other changes in family structure are involved 60-70 percent of the time.
- While changes in mother's work are important factors, changes in the work status of other family members appear to be even more important, although that importance declined over the period examined. It is difficult to establish causality from this fact. For example, people could enter welfare because of a change in family structure and family members might then stop working to maximize a welfare benefit, or people might begin welfare receipt because they were no longer being supported by other family members.

³ Most studies are unable to record a definitive cause of welfare receipt for each person. Instead, events that occurred near the time of welfare onset and that have the potential to change welfare receipt status are identified.

Table 6.7
Events Associated with AFDC Spell Beginnings
[In Percent]

Event	proportion of first AFDC spell		
	1973 - 1979	1980 - 1985	1986 - 1991
First birth to unmarried mother	27.9	20.9	22.2
First birth to married/cohabitating mother	13.3	17.4	11.3
Second (or higher order) birth	19.9	18.2	15.2
Divorce/separation	19.7	28.1	17.3
Mother's work hours decreased ¹	26.3	18.8	26.2
Other adults' work hours decreased ¹			
no change in family structure	34.8	27.9	21.6
change in family structure	4.7	7.9	11.4
Householder acquired work limitation ²	18.1	15.6	23.5
Other transfer income dropped \$1000 or more	4.5	6.5	4.1
Changed state of residence	4.5	10.6	5.4

¹A decrease of 500 hours per year or more.

²Defined as a self-reported physical or nervous condition limiting the type or amount of work the respondent can do.

Source: Unpublished data from the PSID, 1968-1992, compiled by Duncan, G., Boisjoly, J. and Harris, K. M.

Events Associated with Leaving Welfare

- Table 6.8 uses the same categorization of events as 6.7 to explore the process of leaving AFDC. As with beginning welfare, the most important events are changes in family structure and changes in income. . .
- Unlike the situation with welfare entries, employment changes tend to accompany exits with greater frequency than family structure changes. Roughly one-half of all exits are associated with increased work (44-52 percent), while only about a quarter occur concurrent with family structure changes (20-26 percent).
- Another significant difference from Table 6.7 is that the relatively small numbers for each category imply that both types of changes are not frequently occurring simultaneously. Although the data do not allow one to draw **firm** conclusions, it seems likely that there is a segmentation between those AFDC recipients who were able to work their way off welfare, and those who left because of altered familial status.

Table 6.8
Events Associated with AFDC Spell Endings

Event	[In Percent]		
	Proportion of first AFDC spell		
	1973 - 1979	1980 - 1985	1986 - 1991
Mother married or acquired cohabitor	16.1	17.1	21.7
Children under 18 no longer present	4.4	4.1	4.8
Mother's work hours increased ¹	15.4	25.0	27.1
Other adults' work hours increased ²			
no change in family structure	21.8	16.8	16.7
with change in family structure	6.5	10.3	5.8
Householder no longer reports work limitation*	13.0	19.2	15.8
Other transfer income increased \$1000 or more	5.0	5.5	5.8
Changed state of residence	5.9	11.0	5.9

¹ An increase of 500 hours per year or more

² Defined as a self-reported physical or nervous condition limiting the type or amount of work the respondent can do

Source: Unpublished data from the PSID, 1968 - 1992, compiled by Duncan, G., Boisjoly, J. and Harris, K. M.

Welfare Exits — Monthly and Annual Data

- Table 6.9 examines how use of annual versus monthly data affects the measurement of the events associated with ending AFDC spells. The sources used for this comparison are those for Tables 6.3 and 6.4.
- The two analyses vary significantly in the relative importance of changes in family structure versus changes in family income. The study using annual data shows that the two most significant family changes, marriage and lack of an eligible child, accounted for 40 percent of exits. For the monthly data study, these changes are important only 14.5 percent of the time. Monthly data, however, indicate that increases in earnings were linked to 46 percent of spell endings, compared to the 26 percent shown by **annual** data.
- This difference in results may give us a better picture of welfare dynamics **overall**⁵. Since monthly data better register the cycling of individuals on and off welfare, it may indicate a greater likelihood for individuals to leave welfare for work for the short term

⁵ Other differences in the studies may have a small effect. It has already been mentioned that the later date of the monthly data study may capture an increased emphasis on work. The younger population examined in the monthly data study may be more likely to work and less likely to marry. Other differences in the groups studied could also contribute to the discrepancy.

and then return. Because annual data are less likely to pick up these short periods off welfare, it may more accurately reflect the experience of people who left welfare for a longer period or permanently.

Table 6.9
Events Associated with Endings of AFDC Spells in Annual and
Monthly Data Sources
[In Percent]

Event	Annual data	Monthly data
Marriage, remarriage, or reconciliation	29.4	11.4
No eligible child left in household	10.8	3.1
Increase in earnings of female head	21.3	45.9
Increase in earnings in others in family	4.9	N/A
Increase in transfer income ¹	14.2	7.3 ¹
Disability	N/A	1.5
Move	1.8	6.9 ²
Other, including unidentified	11.8 ³	24.1
Total⁴	100.0	100.0

Sources: 1968-1988 PSID data in Bane, M. J. and Ellwood, D., *Welfare Realities*, Cambridge, MA: Harvard University, 1994.; 1979-1989 NLSY data in Pavetti, D., *The Dynamics of Welfare and Work*, Dissertation Series #D-93-1, Cambridge, MA: Harvard University, 1993.

¹ Increase in non-work-related income (assumed to be transfer income).

² Move in with family (2.5), in with non-relatives (2.4) and between states (2.0)

³ Includes drop in number of eligible family members (except child turning 18) (2.4)

⁴ Columns do not add to 100 percent due to rounding

Exits from Welfare - Time on Welfare and Type of Exit

- Table 6.10 focuses on exits from welfare because of work, and the relation between time on welfare and reason for exit. It shows what proportion of an entire cohort of entrants left welfare at various points in time, listed cumulatively by the length of their welfare receipt.
- A significant portion of welfare recipients left welfare before two years of receipt- 70 percent. Another 18 percent left before five years. Although a few more people presumably left welfare after six years, that number is probably not very high, given that the number that left in the fifth year is fairly low.
- At each stage, just under half of the recipients left welfare because of work.

Table 6.10
Cumulative Proportion of Women Leaving
AFDC by Duration of Time on AFDC and Type of
Exit
[In Percent]

Months Spent on Welfare Before Exit	Cumulative Proportion of All Entrants Exiting Due To:		
	Work	Other	All reasons
1-12	25.4	30.4	55.8
13-24	31.7	38.3	70.0
25-36	35.9	42.3	78.2
37-48	39.0	43.6	84.5
49-60	40.9	45.4	87.8
61-72	41.7	46.9	88.6

Table reads: Of all persons who began an AFDC spell, 70.8 percent left within the first two years, 31.7 percent for work and 38.3 percent for other reasons

Source: 1979-1989 **NLSY** data in Pavetti, D., *The Dynamics of Welfare and Work*, Dissertation Series #D-93-1, Cambridge, MA: Harvard University, 1993.

Exits from Welfare - Returns to Welfare

- Table 6.11 tracks the rate of return to AFDC of those who left. It also shows the cumulative proportion of leavers who return, grouped by the amount of time since they left. The table presents return rates for everyone who left, the portion who left because of work, and the group who left for other reasons.
- Table 6.11 provides further evidence that recipients cycle on and off welfare. In the first year off welfare, slightly less than one-half of those who left returned. By the end of five years, 70 percent had returned.
- The longer one had been off welfare, the less likely one was to return. While still significant, the 13 percent of those who left returned again after one year and before two years is much smaller than the 45 percent returning within the first year; by the fifth year, only an additional 2 percent returned.
- Because these exit and return rates are calculated using monthly data, they show many more returns than would be seen using annual data. In the annual data, returns occurring in the same year as the exit would count as part of the original spell.
- Those who had left AFDC because of employment were more likely to stay off AFDC, although there was still a fairly high return rate. Their return rates were 10 to 12 percent below the rates for those leaving for other reasons at each subsequent year, and five to seven percent below the average.

Table 7.2
Trends in Food Stamp Expenditures, 1970 - 1997

In millions of current and 1996 dollars¹

Fiscal Year							Total			
	Total Federal Cost			Benefits ² (Federal)	Administration ¹ state & local		cost	Average Monthly Benefit per Person		
	current Dollars	1996	Dollars		Federal	Local		Current Dollar ⁸	1996	Dollars
1970.....	866 ⁴	3,337		550	27	20	597	9.00	34.70	
1971.....	1,897 ⁴	6,978		1,523	53	40	1,616	12.60	46.30	
1972 ⁵	2,182 ⁴	7,752		1,797	73	55	1,926	13.50	48.00	
1973.....	2,466 ⁴	8,434		2,131	80	60	2,271	14.60	49.90	
1974.....	3,047 ⁴	9,617		2,718	124	95	2,938	17.60	55.50	
1975 ⁶	4,624	13,249		4,386	238	180	4,804	21.40	61.30	
1976.....	5,692	15,295		5,327	365	275	5,967	23.90	64.20	
1977.....	5,469	13,681		5,067	402	300	5,769	24.70	61.80	
1978.....	5,573	13,100		5,139	434	325	5,898	26.80	63.00	
1979 ⁷	6,995	15,096		6,480	515	388	7,383	30.60	66.00	
1980.....	9,224	17,851		8,721	503	375	9,599	34.40	66.60	
1981.....	11,308	19,926		10,630	678	504	11,812	39.50	69.60	
1982 ⁹	11,318	18,616		10,609	709	557	11,875	39.20	64.50	
1983 ⁹	12,733	20,114		11,955	778	612	13,345	43.00	67.90	
1984 ⁹	12,470	18,875		11,499	971 ⁸	805	13,275	42.70	64.60	
1985 ⁹	12,599	18,390		11,556	1,043	871	13,470	45.00	65.70	
1986 ⁹	12,528	17,835		11,415	1,113	935	13,463	45.60	64.90	
1987 ⁹	12,539	17,359		11,344	1,195	996	13,535	45.80	63.40	
1988 ⁹	13,289	17,673		11,999	1,290	1,080	14,369	49.80	66.20	
1989 ⁹	13,904	17,646		12,572	1,332	1,101	15,005	51.90	65.90	
1990 ⁹	16,512	19,963		15,090	1,422	1,174	17,686	59.00	71.30	
1991 ⁹	19,765	22,747		18,249	1,516	1,247	21,012	63.90	73.50	
1992 ⁹	23,539	26,293		21,883	1,656	1,375	24,914	68.50	76.50	
1993 ⁹	24,749	26,836		23,033	1,716	1,572	26,321	68.00	73.70	
1994 ⁹	25,585	27,027		23,796	1,789	1,643	27,257	69.00	72.90	
1995 ⁹	25,778	26,493		23,861	1,917	1,748	27,528	71.30	73.30	
1996 ⁹	25,622	25,622		23,607	2,015	1,822	27,440	73.20	73.20	

¹ All Federal administrative costs of the Food Stamp Program and Puerto Rico's block grant are included: Federal matching for the various administrative and employment and training expenses of States and other jurisdictions, and direct Federal administrative costs. Beginning in 1984 the administrative cost of certifying AFDC households for food stamps are shown in the food stamp appropriation. Figures for Federal administrative costs beginning with fiscal year 1989 include only those paid out of food stamp appropriation and the food stamp portion of the general appropriation for food program administration. Figures for earlier years include estimates of food stamp related Federal administrative expenses paid out of other Agriculture Department accounts. State and local costs are estimated based on the known Federal shares and represent an estimate of all administrative expenses of participating States (including Puerto Rico).

² All benefit costs associated with the Food Stamp Program and Puerto Rico's block grant are included. The benefit amounts shown in the table reflect small downward adjustments for overpayments collected from recipients and beginning in 1989, issued but unredeemed benefits. Over time, the figures reflect both changes in benefit levels and numbers of recipients.

³ Constant dollar adjustments to 1996 level were made using the CPI-U-XI price index.

⁴ From 1970 to 1974 total Federal cost includes the cost of the family food assistance program (FFAP) which was largely replaced by the Food Stamp program in 1975. The FFAP amounts for these years were: \$289, \$321, \$312, \$255, and \$205 (in millions).

⁵ The first fiscal year in which benefit and eligibility rules were, by law, nationally uniform and indexed for inflation.

⁶ The first fiscal year in which food stamps were available nationwide.

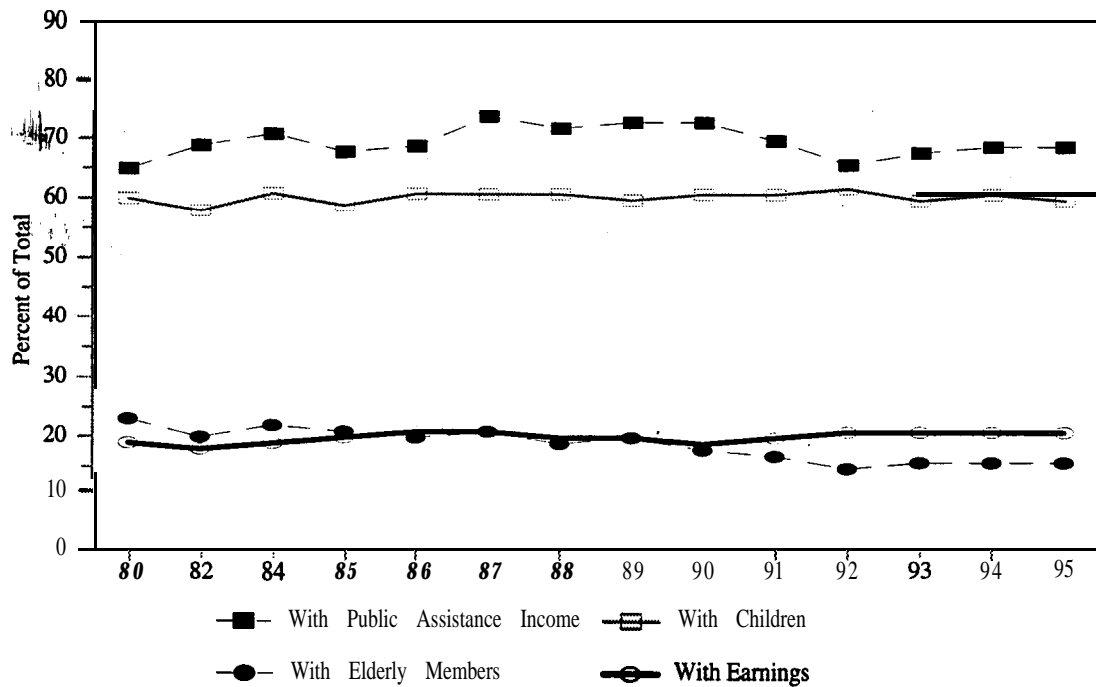
⁷ The fiscal year in which the food stamp purchase requirement was eliminated, on a phased in basis.

⁸ Beginning 1984 USDA took over from DHHS the administrative cost of certifying public assistance households for food stamps.

⁹ Includes funding for Puerto Rico's nutrition assistance grant; earlier years include funding for Puerto Rico under the regular food stamp program. Average benefit figures do not reflect the lower benefits in Puerto Rico under its nutrition assistance program.

Sources: Budget documents of the U.S. Department Agriculture, Food and Consumer Service and the 1996 *Green Book*.

Figure 7.2
Characteristics of Food Stamp Recipients



Source: U.S. Department of Agriculture, Food and Consumer Service, Office of Analysis and Evaluation, *Characteristics of Food Stamp Households: Fiscal Year 1995* and earlier years.

- The percent of households with earnings receiving food stamps has stayed in a range of 18 to 21 percent with an average over the years of 20 percent. Correspondingly the percent with gross monthly income below the poverty level has ranged from a low of 87 percent in 1980 to a high of 95 percent in the recession year 1982. During the nineties it has stayed almost constant at 92 percent.
- The percent of households receiving food stamps with children has also been fairly constant at a little over 60 percent.
- The percent of households with public assistance receiving food stamps has ranged from a low of 65 percent in 1980 to a high of 73 percent in the recession year 1990.

Table 7.3
Characteristics of Food Stamp Households, Selected Fiscal Years 1980 - 1996
 [In percent]

	1980 ¹	1982 ¹	1984 ¹	1986 ¹	1988 ¹	1990 ¹	1992 ¹	1994 ¹	1995 ¹	1996 ¹
With Gross Monthly Income:										
Below the Federal Poverty Levels	87	95	93	93	92	92	92	90	92	91
Between the Poverty Levels and 130										
Percent of the Poverty Levels	10	5	6	6	8	8	8	9	8	8
Above 130 Percent of Poverty	2	*	1	*	*	*	*	1	1	1
With Earnings	19	18	19	21	20	19	20	21	21	23
With Public Assistance Income ²	65	69	71	69	72	73	66	69	69	67
With AFDC Income	NA	42	42	38	42	42	40	38	38	37
With SSI Income.. ..	18	18	18	18	20	19	19	23	23	24
With Children	60	58	61	61	61	60	62	61	60	60
And Female Heads of Household	NA	45	47	48	50	51	51	51	50	50
With No Spouse Present ³	NA	NA	NA	NA	39	37	44	43	43	43
With Elderly Members ⁴	23	20	22	20	19	18	15	16	16	16
With Elderly Female Heads of Household ⁴	NA	14	16	15	14	11	9	11	11	NA
Average Household Size	2.8	2.8	2.8	2.7	2.6	2.6	2.5	2.5	2.5	2.5

¹ Survey was conducted in August in the years 1980-84 and during the summer in the years from 1986 to the present.

² Public assistance income includes AFDC, SSI, and general assistance.

³ In 1996 female heads of household with children whose spouse is present comprised 7.5 percent of all female heads of household with children.

⁴ Elderly members and heads of household include those of age 60 years or older.

* Less than 0.5 percent.

Source: U.S. Department of Agriculture, Food and Consumer Service, **Office** of Analysis and Evaluation, *Characteristics of Food Stamp Households, Fiscal Year* 1995 and earlier years.

Table 7.4
Value of Food Stamps Issued by State, Selected Fiscal Years 1978 - 1996
 [Millions of dollars]

	1978	1982	1986	1988	1992	1994	1995	1996
Alabama	\$103.6	\$279.4	\$278.1	\$265.7	\$450.9	\$455.7	\$441.3	\$443.1
Alaska	6.0	25.3	24.5	26.8	41.0	53.1	49.9	53.5
Arizona	38.4	127.0	112.2	146.9	376.9	417.7	414.5	377.1
Arkansas	63.9	133.1	120.7	126.3	207.0	212.0	211.9	224.6
California	331.6	586.0	626.7	698.2	1,759.5	2,394.7	2,472.9	2,558.5
Colorado	45.0	81.6	101.6	126.9	218.6	223.7	216.6	210.9
Connecticut	40.2	64.5	55.5	49.7	131.4	152.2	168.9	175.3
Delaware	9.0	44.6	36.9	34.1	70.0	86.2	93.0	47.3
Dist. of Col.	26.6	25.8	18.1	18.0	42.0	47.9	46.8	94.8
Florida	256.0	448.5	361.9	403.8	1,306.4	1,323.7	1,307.1	1,295.8
Georgia	137.6	16.4	17.0	14.9	28.2	21.8	24.3	706.2
Guam	8.7	283.9	269.6	274.5	627.0	695.2	700.3	26.8
Hawaii	36.5	67.2	89.6	77.8	120.7	153.2	177.3	195.2
Idaho	10.0	83.4	110.0	102.2	143.3	145.0	141.5	61.2
Illinois	284.0	36.7	35.2	37.7	53.3	57.2	58.7	1,034.1
Indiana	56.2	547.3	707.5	727.8	1,069.8	1,069.5	1,056.5	329.6
Iowa	28.8	212.9	222.9	189.5	372.9	414.8	382.0	141.5
Kansas	14.8	55.5	64.9	74.0	132.8	145.9	143.9	135.1
Kentucky	125.9	267.9	320.5	302.3	430.5	416.3	412.6	417.9
Louisiana	130.8	241.6	389.8	461.6	677.3	642.4	628.6	597.4
Maine	33.1	65.4	57.3	47.3	108.7	110.7	112.5	114.7
Maryland	85.0	163.4	170.0	166.3	315.9	350.1	365.2	365.4
Massachusetts	155.5	188.5	158.2	142.9	315.5	330.3	315.0	294.2
Michigan	125.2	449.5	505.1	505.4	846.0	834.1	806.5	773.6
Minnesota	39.2	84.5	107.7	121.1	234.1	229.1	239.6	224.0
Mississippi	104.9	225.3	263.4	304.5	421.4	397.2	383.1	376.0
Missouri	64.2	185.2	208.4	234.4	447.1	482.5	488.1	481.9
Montana	8.5	23.4	32.2	35.5	52.2	55.9	57.3	58.6
Nebraska	10.5	32.2	48.1	51.2	77.8	79.3	76.5	78.3
Nevada	6.2	18.5	22.5	25.8	74.1	87.8	90.8	91.5
New Hampshire	11.9	23.9	12.3	9.6	45.5	45.7	44.4	42.2
New Jersey	154.6	271.3	240.0	221.0	433.2	485.8	506.0	512.9
New Mexico	37.4	82.0	88.3	97.0	181.8	193.6	196.1	200.3
New York	387.7	823.9	935.2	909.4	1,586.2	1,945.0	2,065.4	2,044.2
North Carolina	125.7	256.0	225.9	221.1	461.2	490.5	495.4	552.3
North Dakota	4.6	12.4	17.6	20.1	34.9	34.1	32.4	32.5
Ohio	244.6	533.0	701.9	730.3	1,102.3	1,075.8	1,017.5	944.0
Oklahoma	36.2	75.4	139.1	166.8	275.5	304.7	314.9	307.3
Oregon	44.2	143.4	140.7	142.3	226.4	241.0	254.3	259.6
Pennsylvania	228.1	488.0	546.7	539.9	915.6	1,001.4	1,006.2	982.8
Puerto Rico	641.0	870.4	792.0	842.0	973.0	1,049.5	1,095.2	1,102.0
Rhode Island	26.0	35.6	33.3	31.6	69.0	75.8	81.9	78.0
South Carolina	85.1	201.3	178.7	158.1	297.0	303.2	297.3	299.4
South Dakota	7.2	22.6	28.8	30.9	42.0	41.2	39.6	40.7
Tennessee	141.8	312.5	277.9	293.9	561.7	599.8	554.2	544.5
Texas	254.4	555.4	769.3	984.4	2,103.3	2,319.5	2,246.4	2,146.8
Utah	8.6	31.8	41.8	55.0	95.5	94.1	90.2	87.4
Vermont	10.3	21.4	18.4	16.9	36.8	44.2	46.3	43.3
Virgin Islands	22.9	20.0	21.6	15.0	18.5	22.5	27.5	451.4
Virginia	69.7	195.3	180.8	194.6	406.1	448.2	450.5	41.7
Washington	57.0	137.2	148.2	176.0	343.6	386.3	417.5	429.2
West Virginia	89.1	113.1	156.4	164.8	255.0	261.1	252.6	252.6
Wisconsin	35.3	110.7	150.9	159.5	235.7	220.4	220.4	199.9
Wyoming	2.4	7.3	15.5	17.1	26.4	27.3	27.5	28.4
United States ¹	\$5,139	\$10,408	\$11,415	\$11,999	\$21,883	\$23,796	\$23,863	\$23,607

¹ Totals include small amounts not allocated to individual states: \$27 in 1978, \$18 in 1986, \$8 in 1988, and \$4 in 1992.

Source: U.S. Department of Agriculture, Food and Consumer Service, unpublished data from the National Data Bank.

Table 7.5
Number of Food Stamp Recipients by State, Selected Fiscal Years, 1977 - 1996
 [In thousands]

	1977	1981	1985	1989	1993	1994	1995	1996	Percent Change	
									1989-93	1993-96
Alabama	316	605	588	436	560	545	525	509	28.6	-9.1
Alaska	11	32	22	26	43	46	45	46	65.0	7.2
Arizona	140	210	206	264	489	512	480	427	85.1	-12.5
Arkansas	213	305	253	227	285	283	272	274	25.4	-3.9
California	1,345	1,605	1,615	1,776	2,866	3,155	3,175	3,143	61.4	9.7
Colorado	147	175	170	211	273	268	252	244	29.0	-10.6
Connecticut	178	175	145	114	215	223	226	223	89.7	3.4
Delaware	26	56	40	30	58	59	57	58	94.8	-0.1
Dist. of Col.	98	101	72	58	87	91	94	93	47.9	7.2
Florida	728	957	630	668	1,500	1,474	1,395	1,371	124.5	-8.6
Georgia	459	654	567	485	807	830	816	793	64.6	-1.8
Guam	22	25	20	13	13	15	16	18	0.4	39.4
Hawaii	108	104	99	78	103	115	125	130	31.8	26.6
Idaho	33	64	59	61	79	82	80	80	30.1	0.7
Illinois	922	984	1,110	990	1,179	1,189	1,151	1,105	19.2	-6.3
Indiana	196	405	406	285	497	518	470	390	74.2	-21.6
Iowa	108	163	203	168	196	196	184	177	16.7	-9.6
Kansas	62	108	119	128	188	192	184	172	47.1	-8.7
Kentucky	394	519	560	447	530	522	520	486	18.8	-8.5
Louisiana	425	574	644	725	779	756	711	670	7.5	-14.0
Maine	101	140	114	84	138	136	132	131	64.2	-5.5
Maryland	255	346	287	249	375	390	399	375	50.5	-0.0
Massachusetts	579	437	337	314	443	442	410	374	40.8	-15.6
Michigan	635	942	985	874	1,022	1,031	971	935	16.9	-8.5
Minnesota	158	202	228	245	317	318	308	295	29.3	-7.0
Mississippi	333	514	495	493	537	511	480	457	8.9	-14.9
Missouri	221	378	362	404	591	593	576	554	46.0	-6.2
Montana	27	47	58	56	70	71	71	71	25.9	0.6
Nebraska	40	75	94	92	113	111	105	102	22.8	-10.3
Nevada	18	37	32	41	93	97	99	97	124.0	3.5
New Hampshire	44	54	28		60	62	58	53	176.0	-12.5
New Jersey	493	608	464	311	531	545	540	540	50.3	1.9
New Mexico	118	183	157	151	244	244	239	235	61.9	-3.5
New York	1,646	1,851	1,834	1,463	2,045	2,154	2,183	2,099	39.8	2.6
North Carolina	428	605	474	390	627	630	614	631	60.7	0.6
North Dakota	15	29	33	39	48	45	41	40	25.0	-17.6
Ohio	803	976	1,133	1,068	1,269	1,245	1,155	1,045	18.8	-17.7
Oklahoma	158	206	263	261	370	376	375	354	42.0	4.5
Oregon	153	232	228	213	283	286	289	288	32.7	1.7
Pennsylvania	843	1,071	1,032	916	1,186	1,208	1,173	1,124	29.5	-5.3
Puerto Rico	1,472	1,805	1,480	1,460	1,440	1,410	1,370	1,330	-1.4	4.9
Rhode Island	79	88	69	57	92	94	93	91	62.3	-1.5
South Carolina	280	443	373	272	394	385	364	358	44.9	-9.1
South Dakota	26	46	48	50	56	53	50	49	11.2	-12.7
Tennessee	392	677	518	500	774	735	662	638	54.7	-17.6
Texas	823	1,226	1,263	1,634	2,657	2,726	2,564	2,372	62.6	-10.7
Utah	36	65	75	95	133	128	119	110	39.5	-17.0
Vermont	46	48	44	34	58	65	59	56	70.2	-2.6
Virgin Islands	25	34	32	16	18	20	23	31	7.6	75.1
Virginia	240	432	360	333	535	547	546	538	60.8	0.5
Washington	212	271	281	321	462	468	476	476	44.1	3.0
West Virginia	199	252	278	259	322	321	309	300	24.4	-7.1
Wisconsin	175	269	363	291	337	330	320	283	16.0	-16.0
Wyoming	9	15	27	27	34	34	34	33	25.4	-3.5
United States	17,014	22,430	21,379	20,266	28,422	28,879	27,985	26,870	40.2	-5.3

Source: U.S. Department of Agriculture, Food and Consumer Service, unpublished data from the National Data Bank.

Table 7.6
Food Stamp Reciprocity Rates by State, Selected Fiscal Years, 1977 - 1996
 [In percent]

	1977	1981	1985	1989	1993	1994	1995	1996	Percent Change	
									1989-93	1993-96
Alabama	8.4	15.4	14.8	10.8	13.4	12.9	12.4	11.9	24	-11
Alaska	2.7	7.7	4.1	4.8	7.2	7.6	7.5	7.6	51	6
Arizona	5.8	7.5	6.5	7.3	12.4	12.5	11.2	9.7	70	-22
Arkansas	9.7	13.3	10.9	9.7	11.7	11.5	11.0	10.9	21	-7
California	6.0	6.6	6.1	6.1	9.2	10.1	10.1	9.9	51	7
Colorado	5.5	5.9	5.3	6.5	7.6	7.3	6.7	6.4	18	-17
Connecticut	5.8	5.6	4.5	3.5	6.6	6.8	6.9	6.8	90	3
Delaware	4.5	9.3	6.5	4.5	8.3	8.4	8.0	8.0	83	4
Dist. of Col.	14.5	15.9	11.4	9.4	14.9	16.0	17.0	17.1	59	14
Florida	8.2	9.4	5.5	5.3	10.9	10.6	9.8	9.5	107	-13
Georgia	8.8	11.7	9.5	7.6	11.7	11.8	11.3	10.8	55	-8
Hawaii	11.8	10.6	9.5	7.1	8.9	9.8	10.6	11.0	24	W
Idaho	3.8	6.7	5.9	6.1	7.2	7.2	6.9	6.7	17	-7
Illinois	8.1	8.6	9.7	8.7	10.1	10.1	9.8	9.3	17	-8
Indiana	3.6	7.4	7.4	5.2	8.7	9.0	8.1	6.7	69	-23
Iowa	3.7	5.6	7.2	6.1	6.9	6.9	6.5	6.2	15	-11
Kansas	2.7	4.5	4.9	5.2	7.4	7.5	7.2	6.7	44	-10
Kentucky	11.0	14.2	15.2	12.1	14.0	13.7	13.5	12.5	15	-11
Louisiana	10.6	13.4	14.6	17.0	18.2	17.5	16.4	15.4	7	-15
Maine	9.2	12.4	9.8	6.9	11.2	11.0	10.7	10.5	62	-6
Maryland	6.1	8.1	6.5	5.3	7.6	7.8	7.9	7.4	44	-2
Massachusetts	10.1	7.6	5.7	5.2	7.4	7.3	6.8	6.1	41	-17
Michigan	6.9	10.2	10.8	9.4	10.8	10.9	10.2	9.7	14	-10
Minnesota	4.0	4.9	5.5	5.7	7.0	6.9	6.7	6.3	24	-10
Mississippi	13.5	20.3	19.1	19.1	20.3	19.1	17.8	16.8	6	-17
Missouri	4.5	7.7	7.2	7.9	11.3	11.2	10.8	10.3	42	-8
Montana	3.6	5.9	7.1	7.0	8.4	8.3	8.1	8.0	20	4
Nebraska	2.6	4.7	5.9	5.9	7.0	6.8	6.4	6.2	20	-12
Nevada	2.7	4.4	3.4	3.6	6.7	6.6	6.4	6.0	85	-10
New Hampshire	5.1	5.8	2.8	2.0	5.4	5.4	5.1	4.5	172	-15
New Jersey	6.7	8.2	6.1	4.6	6.7	6.9	6.8	6.8	48	0
New Mexico	9.7	13.7	10.9	10.0	15.0	14.7	14.1	13.7	50	-9
New York	9.2	10.5	10.3	8.1	11.3	11.8	12.0	11.5	38	3
North Carolina	7.5	10.2	7.6	5.9	9.0	8.9	8.5	8.6	52	4
North Dakota	2.4	4.4	4.9	6.0	7.6	7.1	6.5	6.2	27	-18
Ohio	7.5	9.1	10.6	9.9	11.5	11.2	10.4	9.4	16	-18
Oklahoma	5.5	6.7	8.0	8.3	11.5	11.6	11.4	10.7	38	-6
Oregon	6.3	8.7	8.5	7.6	9.3	9.3	9.2	9.0	22	-4
Pennsylvania	7.1	9.0	8.8	7.7	9.9	10.0	9.7	9.3	28	-5
Rhode Island	8.3	9.3	7.2	5.7	9.2	9.4	9.4	9.2	62	-1
South Carolina	9.4	13.9	11.3	7.9	10.9	10.6	9.9	9.7	38	-11
South Dakota	3.8	6.6	6.9	7.2	7.8	7.4	6.9	6.7	8	-15
Tennessee	8.9	14.6	11.0	10.3	15.2	14.2	12.6	12.0	47	-21
Texas	6.2	8.3	7.8	9.7	14.7	14.8	13.6	12.4	51	-16
Utah	2.7	4.3	4.6	5.6	7.1	6.7	6.1	5.5	28	-23
Vermont	9.4	9.4	8.2	6.1	10.1	11.1	10.1	9.6	65	-5
Virginia	4.6	7.9	6.3	5.4	8.3	8.4	8.3	8.1	52	-3
Washington	5.6	6.4	6.4	6.8	8.8	8.7	8.7	8.6	30	-2
West Virginia	10.4	12.9	14.6	14.3	17.7	17.6	16.9	16.4	24	-7
Wisconsin	3.8	5.7	7.6	6.0	6.7	6.5	6.3	5.5	12	-18
Wyoming	2.1	3.0	5.4	6.0	7.3	7.2	7.0	6.9	22	-6
United States	7.1	9.0	8.3	7.6	10.5	10.5	10.1	9.6	37	-8

Note: Reciprocity rate refers to the average monthly number of Food Stamp recipients in each State during the particular fiscal year expressed as a percent of the total resident population as of July 1 of that year. The numerator is from Table A-18.

Source: U.S. Department of Agriculture, Food and Consumer Service, unpublished data from the National Data Bank and U.S. Bureau of the Census.

Table 7.7
Child Recipients of Food Stamps by State, Selected Fiscal Years 1989 – 1995
(in thousands)

	1989	1990	1992	1993	1994	1995	Percent Change		
							1989-93	1993-95	1989-95
Alabama	203.6	233.2	270.7	287.8	280.7	281.0	41.4	-2.4	38.0
Alaska	13.9	13.7	19.7	24.0	24.7	24.0	73.1	0.1	73.3
Arizona	142.5	167.8	256.2	268.4	280.6	284.0	88.4	5.8	99.4
Arkansas	103.4	110.3	133.3	141.3	134.3	133.0	36.6	-5.8	28.6
California	1,130.1	1,241.1	1,699.1	1,931.9	2,206.2	2,035.0	71.0	5.3	80.1
Colorado	108.0	112.5	150.0	147.5	142.8	126.0	36.6	-14.6	16.6
Connecticut	62.6	74.8	109.6	117.3	123.6	128.0	87.4	9.1	104.4
Delaware	15.6	17.5	27.1	31.1	28.7	28.0	98.9	-10.0	79.0
Dist. of Col.	29.8	34.7	48.0	48.1	52.4	52.0	61.6	8.1	74.7
Florida	319.2	389.3	743.4	789.1	748.0	720.0	147.3	-8.8	125.6
Georgia	247.2	248.1	394.7	417.5	415.6	421.0	68.9	0.8	70.3
Guam	39.8	38.2	43.3	49.7	56.7	61.0	24.8	22.8	53.3
Hawaii	29.8	27.7	37.3	42.1	43.8	41.0	41.4	-2.7	37.7
Idaho	480.7	489.5	536.3	612.1	546.8	381.0	27.3	-5.1	20.9
Illinois	139.3	149.4	247.0	256.5	254.6	219.0	84.2	-14.6	57.3
Indiana	80.7	83.2	100.4	96.8	96.0	93.0	19.9	-3.9	15.2
Iowa	60.9	64.8	89.7	93.0	89.7	99.0	52.8	6.5	62.7
Kansas	190.4	202.5	250.8	240.6	228.4	224.0	26.3	-6.9	17.6
Kentucky	356.6	355.1	444.4	410.5	403.5	384.0	15.1	-6.4	7.7
Louisiana	38.1	40.2	61.2	61.5	59.1	53.0	61.4	-13.8	39.2
Maine	127.9	138.2	187.7	197.5	206.0	206.0	54.5	4.3	61.1
Maryland	153.2	166.9	239.1	229.0	240.1	232.0	49.5	1.3	51.5
Massachusetts	445.3	463.6	506.5	513.0	539.9	490.0	15.2	-4.5	10.0
Michigan	120.6	118.3	158.6	171.8	175.8	163.0	42.5	-5.1	35.2
Minnesota	224.6	229.7	256.4	273.4	252.4	250.0	21.7	-8.5	11.3
Mississippi	192.2	198.9	286.8	291.2	295.2	292.0	51.5	0.3	51.9
Missouri	26.3	26.7	30.8	33.6	35.7	35.0	27.6	4.2	33.0
Montana	45.2	44.6	54.9	61.1	62.6	54.0	35.3	-11.6	19.6
Nebraska	19.4	23.7	46.2	54.7	45.9	56.0	181.6	2.5	188.5
Nevada	9.3	12.7	25.9	29.2	30.0	28.0	215.0	-4.1	202.0
New Hampshire	191.6	215.2	263.5	267.7	290.7	284.0	39.7	6.1	48.2
New Jersey	75.5	80.3	119.1	131.7	126.5	126.0	74.3	-4.3	66.8
New Mexico	722.4	776.1	915.0	964.9	1,094.4	950.0	33.6	-1.5	31.5
New York	177.5	195.5	300.4	323.6	313.6	301.0	82.3	-7.0	69.6
North Carolina	18.9	19.3	22.4	23.7	23.0	19.0	25.4	-19.8	0.6
North Dakota	492.2	526.9	642.3	611.1	598.3	575.0	24.1	-5.9	16.8
Ohio	123.7	122.2	167.5	179.7	190.7	186.0	45.3	3.5	50.4
Oklahoma	90.8	87.6	126.1	137.4	134.8	140.0	51.2	1.9	54.1
Oregon	441.6	448.2	555.5	556.4	544.6	536.0	26.0	-3.7	21.4
Pennsylvania	29.4	33.5	46.2	49.0	51.5	50.0	67.0	1.9	70.2
Puerto Rico	137.6	155.6	186.5	213.8	205.8	199.0	55.4	-6.9	44.6
Rhode Island	25.2	26.1	28.0	31.6	24.7	28.0	25.2	-11.3	11.1
South Carolina	230.2	238.9	321.6	364.2	347.3	315.0	58.2	-13.5	36.9
South Dakota	846.3	984.5	1,301.9	1,421.6	1,406.3	1,406.0	68.0	-1.1	66.1
Tennessee	52.4	54.9	69.7	74.3	68.1	65.0	41.7	-12.5	24.0
Texas	14.4	16.6	29.2	25.4	29.6	29.0	76.8	14.2	101.9
Utah	148.8	166.7	230.5	261.1	275.2	277.0	75.5	6.1	86.2
Vermont	153.8	175.6	219.3	229.9	231.3	249.0	49.5	8.3	61.9
Virgin Islands	111.0	106.9	142.0	207.8	135.9	123.0	87.1	-40.8	10.8
Virginia	175.5	165.5	188.9	181.4	181.6	186.0	3.3	2.5	6.0
Washington	14.6	14.0	17.9	18.5	16.9	19.0	27.0	2.6	30.4
West Virginia	67.2	68.5	73.4	74.0	71.8	66.9	10.1	-9.6	-0.4
Wisconsin	160.8	158.0	164.6	137.1	137.8	145.7	-14.7	6.3	-9.4
Wyoming	9.1	9.5	12.6	12.2	11.1	10.1	34.4	-17.9	10.4
U.S. Total	9,666	10,363	13,599	14,419	14,612	14,079	49.2	-2.4	45.6

Source: U.S. Department of Agriculture, Food and Consumer Service, unpublished data.

Table 7.8
Food Stamp Child Reciprocity Rates by State, Selected Fiscal Years 1989 - 1995

	Child Recipients of Food Stamp as a Percent of Persons under 18 Years of Age							Percent Change		
	1989	1990	1991	1992	1993	1994	1995	1989-93	1993-96	1989-95
Alabama	14.9	15.8	18.4	20.2	31.2	31.3	20.2	42.3	-4.7	35.7
Alaska	19.0	22.2	24.9	25.5	26.9	26.0	26.0	41.2	-3.3	36.6
Arizona	8.0	7.7	8.4	10.6	12.7	13.1	12.7	60.0	-0.4	59.3
Arkansas	14.6	16.7	21.1	24.2	24.4	24.5	23.8	66.8	-2.6	62.6
California	16.5	17.8	20.1	21.1	22.2	20.9	20.5	34.3	-7.8	23.8
Colorado	14.9	15.6	18.1	20.3	22.6	25.4	23.1	52.2	2.3	55.6
Connecticut	12.5	12.8	14.8	16.2	15.6	14.8	12.8	25.0	-17.6	2.9
Delaware	8.3	9.9	12.8	14.2	15.0	15.6	16.0	80.3	6.7	92.4
Dist. of Col.	9.7	10.6	13.2	15.8	17.9	16.2	15.7	85.4	-12.5	62.2
Florida	24.0	30.9	35.0	41.6	41.6	45.4	45.4	73.4	8.9	88.9
Georgia	11.4	13.0	17.6	23.8	24.6	22.7	21.4	116.3	-13.1	88.0
Hawaii	14.3	14.2	19.8	21.8	22.5	22.0	21.9	57.6	-2.9	53.0
Idaho	14.2	13.7	14.4	14.8	16.6	18.6	19.7	17.4	18.7	39.3
Illinois	9.7	8.8	10.6	11.5	12.7	12.9	11.8	30.5	-7.2	22.2
Indiana	16.2	16.7	19.1	17.7	20.0	17.7	18.6	23.8	-7.2	14.9
Iowa	9.6	10.4	13.9	17.0	17.5	17.2	14.7	83.5	-16.0	54.2
Kansas	11.3	11.6	12.3	13.9	13.3	13.2	12.8	18.3	-3.6	14.0
Kentucky	9.2	9.8	12.3	13.2	13.6	13.0	14.3	47.7	5.1	55.2
Louisiana	19.8	21.4	25.2	26.2	24.9	23.5	23.0	25.7	-7.6	16.1
Maine	28.4	29.4	33.1	36.1	33.4	32.6	31.0	17.6	-7.2	9.1
Maryland	12.4	13.1	18.0	19.9	20.0	19.3	17.4	62.1	-13.2	40.6
Massachusetts	11.1	11.7	13.3	15.3	15.9	16.4	16.2	43.1	2.1	46.1
Michigan	11.3	12.3	15.1	17.3	16.3	16.9	16.2	44.2	-0.7	43.1
Minnesota	18.1	18.9	20.1	20.3	20.4	21.4	19.4	12.7	-4.9	7.2
Mississippi	10.5	10.1	11.8	13.1	14.0	14.2	13.1	33.9	-6.7	24.9
Missouri	29.8	31.3	33.9	34.4	36.4	33.3	32.8	22.3	-9.9	10.2
Montana	14.6	15.1	18.6	21.3	21.4	21.5	21.1	46.2	-1.2	44.5
Nebraska	11.7	12.0	12.7	13.4	14.4	15.2	14.8	23.1	2.9	26.7
Nevada	10.5	10.4	11.7	12.6	13.9	14.2	12.2	32.8	-12.7	16.0
New Hampshire	6.9	7.5	10.1	13.6	15.3	12.1	14.0	121.0	-8.3	102.7
New Jersey	3.4	4.6	7.3	9.1	10.2	10.3	9.5	202.5	-6.6	182.5
New Mexico	10.6	11.9	13.3	14.1	14.0	15.0	14.5	32.6	3.0	36.5
New York	16.8	17.7	19.6	25.3	27.2	25.7	25.2	61.9	-7.5	49.8
North Carolina	16.9	18.2	20.4	20.7	21.6	24.2	20.9	28.1	-3.0	24.3
North Dakota	11.0	12.0	14.9	17.9	18.8	17.8	16.7	70.2	-10.9	52.6
Ohio	10.6	11.3	13.1	13.1	13.8	13.4	11.1	31.1	-19.4	5.6
Oklahoma	17.5	19.0	21.7	22.7	21.5	21.0	20.1	23.1	-6.6	15.0
Oregon	14.6	14.5	17.9	19.5	20.7	21.8	21.2	42.2	2.2	45.3
Pennsylvania	12.8	11.8	15.0	16.4	17.7	17.1	17.6	38.6	-0.9	37.3
Rhode Island	15.7	16.0	17.7	19.5	19.3	18.8	18.4	23.0	-4.8	27.2
South Carolina	12.9	14.8	18.2	19.9	20.8	21.7	21.0	60.9	1.1	62.6
South Dakota	14.9	16.9	18.4	19.9	22.8	21.8	21.1	52.8	-7.4	41.5
Tennessee	12.7	13.1	14.3	13.6	15.3	12.0	13.6	20.6	-11.2	7.2
Texas	18.8	19.6	23.3	25.7	28.6	26.8	24.0	52.9	-15.9	27.7
Utah	17.6	20.1	22.9	25.6	27.4	26.5	26.0	55.4	-4.9	47.8
Vermont	8.4	8.8	10.2	10.8	11.2	10.1	9.6	33.9	-14.1	14.9
Virginia	10.2	11.7	14.0	20.3	17.5	20.3	19.8	72.2	12.7	94.0
Washington	9.9	11.0	12.7	14.7	16.5	17.2	17.2	66.3	4.2	73.3
West Virginia	12.5	13.5	15.3	16.1	16.6	16.5	17.6	33.0	5.5	40.3
Wisconsin	24.5	24.5	27.1	32.8	48.1	31.7	29.2	96.6	-39.4	19.2
Wyoming	13.7	12.7	13.0	14.2	13.6	13.5	13.7	-0.8	1.2	0.3
Total States	14.9	15.8	18.4	20.2	21.2	21.2	20.2	42.3	-4.7	35.7

Note: Reciprocity rate refers to the average number of child recipients of Food Stamps in each State as a percent of the State's population under 18.

Source: U.S. Department of Agriculture, Food and Consumer Service and U.S. Bureau of the Census.

The following section presents tables using data from the Food Stamp Program Quality Control database for Fiscal Year 1995. The tables provide characteristics on families that received AFDC, as well as on families with children that received food stamps but did not participate in the AFDC program. .

AFDC Cases by Size, Number of Adults, and Age of Female Head

- Using AFDC administrative data, Table 5.15 showed that 89.8 percent of AFDC households ~~also~~ received food stamps in 1995. The number of households reporting AFDC receipt using food stamp data (4.345 million households) is equal to 89.1 percent of the total from AFDC data (4.874 million households).
- Average AFDC case sizes were larger using the FSP data. Average case size was 2.95 recipients per case, compared to 2.80 recipients per case reported in the AFDC administrative data reflected in Table 3.1.

A smaller proportion of cases included no adults, suggesting that children-only AFDC units are less likely to receive food stamps. As shown in Table 7.9 14 percent of AFDC units included no adults. According to AFDC administrative data, 21.5 percent of cases included no adults (See Table 3.3).

Table 7.9
Families Receiving AFDC Assistance
By Size, Number of Adults, Age of Mother, and Average Benefit
Food Stamp Program Data ¹

	Households		Average AFDC Monthly Benefit
	(In Thousands)	Percent	
Size of Household			
One.....	370	8.5	\$172
Two	1,566	36.0	292
Three	1,182	27.2	375
Four.....	730	16.8	427
Five	284	6.5	521
Six or more.....	213	4.9	641
Total.....	4,345	100.0	\$359
Number of Adults			
None.....	607	14.0	\$238
One	3,343	76.9	364
Two			
... ..	384	8.8	507
Three or more	12	0.3	519
Total.....	4,345	100.0	\$359
Age of Mother ²			
Under 18.....	111	2.8	\$295
19-24	993	24.7	335
25 - 29.....	895	22.2	374
30-34	835	20.7	398
35 - 39	580	14.4	388
40 & over.....	613	15.2	371
Subtotal.....	4,026	100.0	\$369

¹ Estimates include all AFDC participants in a household, whether or not they participate in the Food Stamp Program.

² The age of mother is tabulated only for those households where the AFDC head of household could be identified (93 percent or a little over 4 million of the 4.3 million units).

Source: U.S. Department of Agriculture, Food and Consumer Service, Office of Analysis and Evaluation, Fiscal Year 1995 Quality Control Database.

Distribution of AFDC Recipients by Age

- The distribution of AFDC recipients between children and adults is similar between the two data sources. From AFDC data, 67.9 percent of AFDC recipients were children in 1995, compared to 68.5 percent using FSP data.
- The two figures use different definition of a “child.” If the same definition were used, the differences in figures between the two data sources would be slightly larger.

Table 7.10
Persons Receiving AFDC Assistance By Age
Food Stamp Program Data ¹

	AFDC Recipients	
	(In Thousands)	Percent
Age of Recipient		
Under 2	1,972	15.4
2-5	2,006	15.7
6-12	3,205	25.0
13-18	1,590	12.4
19-24	1,048	8.2
25-34	1,702	13.3
35-44	950	7.4
45-59	291	2.3
60 and over	20	0.2
Unknown	23	0.2
Total	12,808	100.0
Total Children (under 19 years of age)	8,773	68.5
Total Adults (19 years of age and over)	4,012	31.3

¹ Estimates include all AFDC participants in a household, whether or not they participate in the Food Stamp Program.

Source: U.S. Department of Agriculture, Food and Consumer Service, Office of Analysis and Evaluation, Fiscal Year 1995 Quality Control Database.

Aid to Families with Dependent Children: The Baseline

AFDC Households, R

Number



10

Alabama

Alaska

Arizona

Arkansas



California



Colorado

Connecticut

Delaware

Dist. of

Col.

Florida

Sources of Income

- Earned income was received by 12.5 percent of families that received AFDC and food stamps.
- SSI was received in 11.6 percent of AFDC households. This figure is higher than reported in AFDC administrative data. However, because SSI recipients were prohibited from participating in AFDC it is likely that SSI receipt among family members who were not in the AFDC unit was under reported in the AFDC administrative data.

Table 7.12
Families Receiving AFDC Assistance By Source of Income
Food Stamp Program Data ¹

Income Source	Households		Average ² Monthly Value
	(In Thousands)	Percent	
Earned Income			
Wage Income.....	487	11.2	\$492
Self Employment Income.....	34	0.8	223
Other Earned Income.....	26	0.6	323
Total with Earned Income.....	543	12.5	\$470
Unearned Income			
Food Stamps.....	4,345	100.0	\$238
General Assistance Income.....	72	1.7	367
Supplemental Security Income.....	503	11.6	462
Social Security Income.....	211	4.9	339
Unemployment Compensation.....	44	1.0	405
Child support.....	364	8.4	72
Other.....	200	4.6	194
Total with Unearned Income- ³	4,345 ³	100.0	\$338

¹Estimates include all AFDC participants in a household, whether or not they participate in the Food Stamp Program.

²Averages are for those units with reported income in each category.

³Total is not equal to the sum of the categories which overlap and are not mutually exclusive.

Source: U.S. Department of Agriculture, Food and Consumer Service, Office of Analysis and Evaluation, Fiscal Year 1995 Quality Control Database.

Food Stamp Participants Not in the AFDC Unit

- Under the AFDC program, the eligible family unit consisted of all dependent children and their parents who lived together. The Food Stamp Program has a different eligibility unit. In general, the food stamp unit is all persons who live in the same **dwelling** unit and purchase and prepare food together. Often, AFDC units are part of a larger household that receives food stamps. Table 7.13 shows that about 20 percent of AFDC families lived with someone who was not included in the AFDC case.
- **Table 7.13** shows that 80 percent of AFDC units also constituted the food stamp household. The remaining 20 percent of AFDC units were part of a larger food stamp household.

Table 7.13
Households Receiving AFDC Assistance By Number of Food Stamp Participants Not
in the AFDC Case
Food Stamp Program Data ¹

Food Stamp Program Data			
	Households		Percent of All AFDC Families
	(In Thousands)	Percent	
Number per Household of FSP Participants Not in the AFDC Case			
One.....	640	72.0	14.7
Two	171	19.3	3.9
Three or more.....	77	8.7	1.8
Subtotal.....	888	100.0	20.4
None Outside of the Case..	3,457		79.6
Total.....	4,345		100.0

¹ Estimates include all AFDC participants in a household, whether or not they participate in the Food Stamp Program.
Source: U.S. Department of Agriculture, Food and Consumer Service, Office of Analysis and **Evaluation**, Fiscal Year 1995 Quality Control Database.

- Among the AFDC units that were part of a larger food stamp unit, at least one of the additional food stamp participants has income in two-thirds of the cases. In 60 percent of cases the larger food stamp unit included an additional person with unearned income, most frequently SSI (half of all cases). In 10 percent of cases an additional person had wages or other earned income (Table 7.14).

Table 7.14
Households Receiving AFDC Assistance
By Source of Income of Food Stamp Program Participants Not in the AFDC Case
Food Stamp Program Data ¹

Income Source of FSP Participants Not in the AFDC Case	Average Monthly Value per Household	Households		Percent of All AFDC Families
		(In Thousands)	Percent	
Earned				
Wages	\$721	86	9.7	2.0
Other Earned Income..	599	7	0.8	0.2
Unearned				
Supplemental Security Income	\$466	444	50.0	10.2
Social Security Income..	381	119	13.4	2.7
Other Unearned Income.	170	84	9.5	1.9
Total. Unearned Income.	510	522 ²	58.8	12.0
Total, Any Income Source	\$562	590 ²	66.5	13.6
Number of Households With FSP Participants Not in the AFDC Case		888	100.0	20.4
Total AFDC Cases		4,345		100.0

¹ Estimates include all AFDC participants in a household, whether or not they participate in the Food Stamp Program.

² Total is not equal to the sum of the categories which overlap and are not mutually exclusive.

Source: U.S. Department of Agriculture, Food and Consumer Service, Office of Analysis and Evaluation, Fiscal Year 1995 Quality Control Database.

Relationship of Persons Outside of the AFDC Unit to the AFDC Head

- There were 982,000 people who did not participate in the AFDC program but participated in the Food Stamp Program in a household that included an AFDC case (Table 7.15).
- Among those 982,000 people outside of the AFDC unit, 33 percent were the heads of the AFDC household. There are various reasons why they may not have been included in the AFDC unit, such as the receipt of SSI or enforcement of an AFDC sanction. Children accounted for 44 percent of people outside of the AFDC unit. Children of the head can be excluded from the AFDC unit if they receive SSI or are too old to be eligible for AFDC.
- Non-relatives were the additional food stamp participants six percent of the time.

Table 7.15
Relationship to the AFDC Family Head of Food Stamp Program Participants
In the AFDC Household But Not in the AFDC Case
Food Stamp Program Data

Relationship to the AFDC Family Head ¹	Food Stamp Recipients	
	(In Thousands)	Percent
Family Head (but not an AFDC recipient). . . .	321	32.7
Child of Family Head.	431	43.9
Spouse of Family Head.	99	10.1
Parent of Family Head.	14	1.4
Other Relative of Family Head.	56	5.7
Not Related to Family Head.	61	6.2
Total FSP Participants Not in the AFDC Case	982	100.0

¹ Relationship is determined only for those cases where AFDC family head could be identified (4 million out of 4.3 million cases).

Source: U.S. Department of Agriculture, Food and Consumer Service, Office of Analysis and Evaluation, Fiscal Year 1995 Quality Control Database.

Percentage of Food Stamp Households with Children Receiving AFDC, by State

- Table 7.16 shows the total number of food stamp households with children in each state, and the number and percentage of those households that receive AFDC. State with low AFDC benefits tend to have a higher percentage of families receiving food stamps only; states with high AFDC benefits tend to have a smaller percentage of families receiving food stamps only.

Table 7.16
Food Stamp Program Households With Children and With AFDC by State

	All FSP Units (In Thousands)	FSP Units with Children		With at Least One Person Receiving AFDC		With No One Receiving AFDC	
		Number	Percent of State's	Number	Percent of State's	Number	Percent of State's
		(In Thousands)	FSP Units	(In Thousands)	FSP Units	(In Thousands)	FSP Units
Alabama	209	125	59.9	40	19.3	85	40.6
Alaska	15	11	69.8	9	57.9	2	11.9
Arizona	178	123	69.0	68	38.0	55	31.0
Arkansas	107	59	55.3	19	17.4	40	37.9
California	1,176	944	80.3	856	72.9	87	7.4
Colorado	103	62	59.8	33	32.3	28	27.6
Connecticut	100	62	61.7	57	57.4	4	4.2
Delaware	21	13	63.8	9	42.4	5	21.4
Dist. of Col.	43	25	58.4	20	47.5	5	10.9
Florida	588	333	56.6	202	34.4	130	22.2
Georgia	329	197	59.9	116	35.4	81	24.6
Guam	5	4	67.5	2	32.1	2	35.4
Hawaii	55	27	48.9	20	36.0	7	12.8
Idaho	30	19	64.0	8	26.5	11	37.5
Illinois	488	267	54.7	210	43.1	57	11.7
Indiana	183	108	58.8	55	29.9	53	28.9
Iowa	75	45	60.4	32	43.0	13	17.4
Kansas	75	44	59.0	26	35.3	18	23.7
Kentucky	187	112	59.8	63	33.9	49	26.0
Louisiana	267	167	62.6	69	25.7	99	36.9
Maine	60	27	45.6	19	30.9	9	14.6
Maryland	169	103	60.9	76	45.0	27	15.9
Massachusetts	178	115	64.6	99	55.7	16	8.9
Michigan	418	235	56.3	187	44.7	49	11.6
Minnesota	131	74	56.5	57	43.8	17	12.8
Mississippi	185	110	59.4	49	26.5	61	32.9
Missouri	237	138	58.3	80	33.5	59	24.7
Montana	28	16	57.5	11	38.8	5	18.8
Nebraska	43	25	57.9	13	28.9	13	29.0
Nevada	46	25	54.9	13	29.1	12	25.8
New Hampshire	25	14	56.1	9	35.3	5	20.8
New Jersey	234	137	58.6	109	46.4	28	12.1
New Mexico	87	56	65.0	31	35.4	26	29.6
New York	1,027	465	45.2	376	36.6	89	8.6
North Carolina	258	144	55.8	88	34.3	55	21.5
North Dakota	17	9	53.5	4	22.5	5	30.9
Ohio	506	267	52.7	194	38.3	73	14.4
Oklahoma	153	88	57.6	41	26.7	47	30.9
Oregon	132	68	52.0	33	25.3	35	26.6
Pennsylvania	516	255	49.5	177	34.4	78	15.1
Rhode Island	40	26	63.9	22	54.8	4	9.1
South Carolina	140	88	62.6	46	32.6	42	30.0
South Dakota	19	12	62.7	5	28.2	6	34.5
Tennessee	281	147	52.2	84	29.8	63	22.4
Texas	948	644	67.9	239	25.2	405	42.7
Utah	44	28	63.9	14	32.6	14	31.3
Vermont	27	15	56.4	11	40.8	4	15.6
Virgin Islands	7	5	67.5	2	21.8	3	45.6
Virginia	235	136	57.7	64	27.1	72	30.6
Washington	204	120	58.8	93	45.6	27	13.1
West Virginia	123	67	54.3	34	27.9	32	26.3
Wisconsin	119	78	65.6	62	52.5	16	13.1
Wyoming	13	9	70.1	5	40.4	4	29.7
Total	10,883	6,492	59.7	4,261	39.2	2,231	20.5

Source: U.S. Department of Agriculture, Food and Consumer Service, Office of Analysis and Evaluation, Fiscal Year 1995 Quality Control Database.

Characteristics of Food Stamp Households with Children

Table 7.17 examines differences between households that receive AFDC and do not receive AFDC.

Families that receive AFDC tend to have more children than families that do not receive AFDC.

Families that receive AFDC are more likely to be headed by a single parent.

Half of the single parent households are AFDC recipients, compared to less than one-third of non-recipient households.

Households that include an AFDC case manager are more likely to be single parent households, 40 percent include a child